

986



U.S. Department of Justice
Drug Enforcement Administration

Appropriation Hearings 1986

NEWARK PUBLIC LIBRARY

AUG 12 1986

U. S. GOVT. PUBS.
DEPOSITORY 376



J24.21:

READER
FICHE best copy available

Table of Contents

<u>House Hearings</u>	<u>Page</u>	<u>Page</u>
Departments of Commerce, Justice and State and Related Agencies Appropriations for 1986.....1		DEA/FBI Cooperation.....71
Committee on Appropriations.....2		Training Operations.....71-72
DEA - witnesses, John C. Lawn, Acting Administrator, accompanied by Mr. Quinn, Mr. Haislip, Mr. Hogan, Mr. Williams, Mr. Davis, Mr. Wallace, Mr. Neill, and Mr. Shaffer.....3		Wiretaps.....72
DEA Budget Request and Exhibits.....4-45		Satellites for Cannabis Eradication.....73
General Statement and Questions with Topical Indexing.....46-61		Cannabis Eradication Program.....73
Topical Indexing: Comprehensive Crime Control Act.....62		Conditions Required To Grow Marijuana.....73-74
Budget Request.....62		Cultivation of Marijuana in the United States.....74
Supplemental Request.....62-63		Computer Backup System.....74-75
Proposed Rescission.....63-64		Questions submitted by Congressman Smith.....76-85
Impact of Pay Increase.....64		Questions submitted by Congressman O'Brien.....86-90
Request to OMB.....64-65		Questions submitted by Congressman Rogers.....91-95
State and Local Task Forces.....65-66		Questions submitted by Congressman Conte.....96-97
International Drug Trafficking.....66-67		
International Cooperation.....67		
Diversion Control.....68		
Chemical Control.....68-69		
Drug Abuse Reduction.....69		
International Cooperation Problems.....69-70		
Language Request for Vehicles.....70-71		

Table of Contents

<u>Senate Hearings</u>	<u>Page</u>	<u>Page</u>
Subcommittee of the DEA - Witnessess, and for DOJ, Committee on Appropriations, U.S. Senate - 99th Congress.....98		Public Law 99-180(excerpts)....164-177 Budget of the United States Government Drug Enforcement Administration(1986).....179-181
Mr. Neill, and Mr. Shaffer.....99		
Opening Statement Mr. John C. Lawn, Acting Administrator Drug Enforcement Administration accompanied by Mr. Monastero, and Mr. Quinn; Submitted.....100-108		Budget of the United States Government Drug Enforcement Administration(1987) with an explanation of Gramm-Rudman-Hollings effects on the budget.....182-185
Introduction and Opening Statement of Senator D'Amato.....109-110		
DEA Request.....111		
OMB Request.....112		
Topical Discussion.....113-121		
Senator Laxalt's Questions.....122-136		
Senator Hollings' Questions.....137-140		
Senator Inouye Questions.....141		
Senator D'Amato Questions.....142-144		
House Report No. 99-197 to accompany H.R. 2965(excerpts).....145-149		
Senate Report No. 99-150 to accompany H.R. 2965(excerpts).....151-159		
Conference Report No. 99-414 to accompany H.R. 2965(excerpts).....160-162		

**DEPARTMENTS OF COMMERCE, JUSTICE, AND
STATE, THE JUDICIARY, AND RELATED
AGENCIES APPROPRIATIONS FOR 1986**

HEARINGS
BEFORE A
SUBCOMMITTEE OF THE
COMMITTEE ON APPROPRIATIONS
HOUSE OF REPRESENTATIVES
NINETY-NINTH CONGRESS
FIRST SESSION

SUBCOMMITTEE ON THE DEPARTMENTS OF COMMERCE, JUSTICE, AND
STATE, THE JUDICIARY, AND RELATED AGENCIES

NEAL SMITH, Iowa, *Chairman*

BILL ALEXANDER, Arkansas
JOSEPH D. EARLY, Massachusetts
BERNARD J. DWYER, New Jersey
BOB CARR, Michigan
EDWARD P. BOLAND, Massachusetts

GEORGE M. O'BRIEN, Illinois
RALPH REGULA, Ohio
HAROLD ROGERS, Kentucky

JOHN G. OSTHAUS and TERRY D. BEVELS, *Staff Assistants*

PART 7
DEPARTMENT OF JUSTICE

Printed for the use of the Committee on Appropriations

COMMITTEE ON APPROPRIATIONS

JAMIE L. WHITTEN, Mississippi, *Chairman*

EDWARD P. BOLAND, Massachusetts	SILVIO O. CONTE, Massachusetts
WILLIAM H. NATCHER, Kentucky	JOSEPH M. McDADE, Pennsylvania
NEAL SMITH, Iowa	JOHN T. MYERS, Indiana
JOSEPH P. ADDABBO, New York	CLARENCE E. MILLER, Ohio
SIDNEY R. YATES, Illinois	LAWRENCE COUGHLIN, Pennsylvania
DAVID R. OBEY, Wisconsin	C. W. BILL YOUNG, Florida
EDWARD R. ROYBAL, California	JACK F. KEMP, New York
LOUIS STOKES, Ohio	RALPH REGULA, Ohio
TOM BEVILL, Alabama	GEORGE M. O'BRIEN, Illinois
BILL CHAPPELL, Jr., Florida	VIRGINIA SMITH, Nebraska
BILL ALEXANDER, Arkansas	ELDON RUDD, Arizona
JOHN P. MURTHA, Pennsylvania	CARL D. PURSELL, Michigan
BOB TRAXLER, Michigan	MICKEY EDWARDS, Oklahoma
JOSEPH D. EARLY, Massachusetts	BOB LIVINGSTON, Louisiana
CHARLES WILSON, Texas	BILL GREEN, New York
LINDY (MRS. HALE) BOGGS, Louisiana	TOM LOEFFLER, Texas
NORMAN D. DICKS, Washington	JERRY LEWIS, California
MATTHEW F. McHUGH, New York	JOHN EDWARD PORTER, Illinois
WILLIAM LEHMAN, Florida	HAROLD ROGERS, Kentucky
MARTIN OLAV SABO, Minnesota	JOE SKEEN, New Mexico
JULIAN C. DIXON, California	FRANK R. WOLF, Virginia
VIC FAZIO, California	BILL LOWERY, California
W. G. (BILL) HEFNER, North Carolina	
LES AUCOIN, Oregon	
DANIEL K. AKAKA, Hawaii	
WES WATKINS, Oklahoma	
WILLIAM H. GRAY III, Pennsylvania	
BERNARD J. DWYER, New Jersey	
BILL BONER, Tennessee	
STENY H. HOYER, Maryland	
BOB CARR, Michigan	
ROBERT J. MRAZEK, New York	
RICHARD J. DURBIN, Illinois	
RONALD D. COLEMAN, Texas	

FREDERICK G. MOHRMAN, *Clerk and Staff Director*

FRIDAY, MARCH 29, 1985.

DRUG ENFORCEMENT ADMINISTRATION

WITNESSES

JOHN C. LAWN, ACTING ADMINISTRATOR

DONALD P. QUINN, ASSISTANT ADMINISTRATOR FOR OPERATIONAL SUPPORT

GENE R. HAISLIP, DEPUTY ASSISTANT ADMINISTRATOR, DIVERSION CONTROL

JAMES J. HOGAN, CONTROLLER

JAMES K. WILLIAMS, BUDGET OFFICER

LAWRENCE G. DAVIS, BUDGET FORMULATION

W. LAWRENCE WALLACE, ACTING ASSISTANT ATTORNEY GENERAL FOR ADMINISTRATION

CHARLES R. NEILL, CONTROLLER

JOHN R. SHAFFER, DIRECTOR, BUDGET STAFF

Mr. SMITH. This morning we will consider the 1986 budget request for the Drug Enforcement Administration.

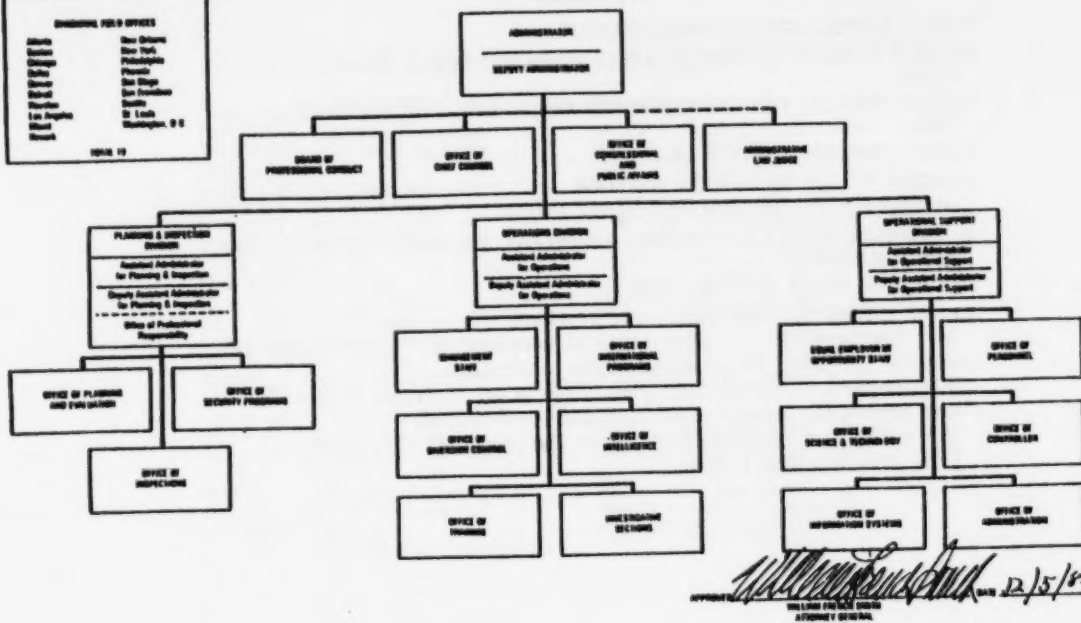
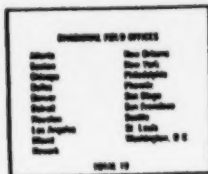
The request is for \$345,671,000. This is an increase of \$9,177,000 above appropriations enacted to dated for FY 1985.

We will insert the justifications in the record at this point.

[The justifications follow:]



U.S. Department of Justice Drug Enforcement Administration



Drug Enforcement Administration

Salaries and expenses

Summary Statement

Fiscal Year 1986

The Drug Enforcement Administration (DEA) is requesting a total of \$395,671,000, 4,564 permanent positions, and 4,426 full-time equivalent workyears for 1986. This represents an increase of \$9,177,000 in funding, a decrease of 22 permanent positions, and an increase of 107 full-time equivalent workyears over the 1985 anticipated appropriation of \$336,494,000, 4,586 permanent positions, and 4,321 full-time equivalent workyears. These amounts include a program decrease of \$2,225,000, 22 positions, and 22 FTE workyears, and net uncontrollable increases of \$11,402,000 and 129 FTE workyears.

President Reagan has stated his intention to permanently eliminate organized crime as a force in the U.S. economy and as a threat to domestic peace and safety. Drug trafficking, with its enormous profits, is an attractive endeavor for both traditional and non-traditional organized crime. DEA's mission supports the President's goal by ensuring that drug traffickers are apprehended, their drugs removed from the marketplace, and their profits and financial assets confiscated. Our existing programs have had success. Organizational changes, management improvements, expanded DEA/FBI investigations and cooperation, enhanced cooperation with other agencies, and State and local assistance have further contributed.

Despite these successes, the resources of criminal enterprises have vastly increased during the past several years.

The DEA 1986 request continues the momentum of the drive against organized crime and drug trafficking. In doing so, DEA continues to stress the Organized Crime Drug Enforcement (OCDE) effort, the elimination of production in source countries, and participation in the administration's intensified interdiction efforts.

This request will provide for the ongoing operation of DEA programs and the recognition of resources required for new initiatives.

Enforcement of Federal Law and Investigations

The Domestic Enforcement program's goal is to reduce the availability of illicit narcotics and dangerous drugs in the domestic marketplace, and to disrupt the drug traffic through the arrest and prosecution of major violators and the removal of their financial assets.

The Foreign Cooperative Investigations program objectives are to motivate and assist foreign countries in the development of drug law enforcement and ancillary programs to reduce the supply of illicit drugs produced, processed, and destined for ultimate delivery to the United States. DEA provides expert advice, authorized investigative and intelligence sharing, and training in those foreign areas deemed most critical to the reduction of drugs destined for the U.S. These activities encourage the development and implementation of substantive intergovernmental enforcement and intelligence exchanges. The on-going base program will be continued.

The Diversion Control activity encompasses the investigation and prevention of the diversion of legitimately produced controlled substances. This includes (a) registering legitimate manufacturers and dispensers of controlled drugs, (b) determining points of diversion into the illicit market, (c) conducting targeted investigations of major violators, (d) conducting periodic investigations of manufacturers, wholesalers, and import/exporters, (e) investigating pre-registered, (f) scheduling and classifying controlled drugs, (g) authorizing imports and exports, (h) establishing manufacturing quotas, and (i) providing assistance and guidance to the states. Through this program, DEA has been instrumental in persuading foreign governments to control the production and distribution of dangerous pharmaceuticals. The on-going base program which includes resources requested in the 1985 supplemental to administer the Administrative Revocation provisions of the 1984 Comprehensive Crime Control Act, will be continued.

The State and Local Assistance program addresses cooperative law enforcement activities with state, county, and local authorities which benefit the Federal drug enforcement program. Included under this program are training programs for law enforcement officers and forensic chemists, laboratory support for law enforcement agencies, and support for law enforcement activities of the Federal/State and local task forces. The ongoing program will be continued.

Intelligence

Activities include the collection, analysis, and dissemination of drug and drug related information in support of DEA, other Federal, State, and local efforts to interdict or suppress the illicit movement of drugs. This provides a systematic approach to the identification of traffickers and the assessment of their vulnerabilities. It also supplies information for policy determination and enforcement strategy development. An additional dimension of this program is the exchange of criminal drug information between DEA and its foreign counterparts. The on-going base program will be continued.

Research and Engineering

This research program supports the enforcement and intelligence functions through the development of specialized covert equipment, operational engineering, and scientific support.

Support Operations

This program provides (a) laboratory analysis of evidence and expert testimony in support of investigation and prosecution of drug traffickers, (b) training programs for all levels of DEA operational personnel, (c) maintenance of an effective technical equipment program, including aircraft operations, (d) provision of AIP and record management systems, and (e) the provision of responses to requests made under the Freedom of Information and Privacy Acts.

Program Direction

This program provides the overall management and direction of DEA. Included in this program is (a) the development of coordinated and definitive policy, program analysis and planning, (b) budget preparation and financial management, (c) congressional and public affairs, (d) legal counsel, and (e) administrative support functions. The base program will be continued, but with the proposed reduction of 22 positions and \$2,225,000 in compliance with the Administration's decision to reduce management and administrative-type functions throughout the Government.

Salaries and expenses

Proposed Authorization language

The Drug Enforcement Administration is requesting the following authorization language:

Annual Legislative Proposal

For the Drug Enforcement Administration: \$385,671,000 of which not to exceed \$1,200,000 for research shall remain available until expended and \$1,700,000 for purchase of evidence and payments for information shall remain available until September 30, 1987.

Permanent Legislative Proposal

The Drug Enforcement Administration is authorized to make payments from its appropriation for:

- (a) hire and acquisition of law enforcement and passenger motor vehicles without regard to the general purchase price limitation for the current fiscal year;
- (b) payment in advance for special tests and studies by contract;
- (c) payment in advance for expenses arising out of contractual and reimbursable agreements with state and local law enforcement and regulatory agencies while engaged in cooperative enforcement and regulatory activities in accordance with section 503(a)(2) of the Controlled Substances Act (21 U.S.C. 873(a)(2));
- (d) expenses to meet unforeseen emergencies of a confidential character to be expended under the direction of the Attorney General, and to be accounted for solely on the certificate of the Attorney General or the Deputy Attorney General;
- (e) payment of rewards;
- (f) publication of technical and informational material in professional and trade journals and purchase of chemicals, apparatus, and scientific equipment;
- (g) necessary accommodations in the District of Columbia for conferences and training activities;
- (h) acquisition, lease, maintenance, and operation of aircraft;
- (i) contracting with individuals for personal services abroad, provided that such individuals shall not be regarded as employees of the United States Government for the purpose of any law administered by the Office of Personnel Management;

- (j) purchase of firearms and ammunition and attendance at firearms matches;
- (k) payment for tort claims against the United States when such claims arise in foreign countries in connection with Drug Enforcement Administration operations abroad;
- (l) research related to enforcement and drug control, to remain available until expended;
- (m) payment of travel and related expenses for immediate family members of employees, including expenses incurred for specialized training and orientation in connection with a transfer to Puerto Rico, other territories and possessions of the U. S. and posts outside the United States.

"Drug Enforcement Administration Undercover Operations"

(a) With respect to any undercover investigative operation of the Drug Enforcement Administration which is necessary to carry out its function-

- (1) sums authorized to be appropriated to the Drug Enforcement Administration may be used for purchasing property, buildings, or other facilities and leasing space within the United States, the District of Columbia, and the territories and possessions of the United States without regard to 31 U.S.C. 1341, Section 3732(a) of the Revised Statutes (41 U.S.C. 11(a)), section 305 of the Act of June 30, 1949 (63 Stat. 396; 41 U.S.C. 255), the third undesignated paragraph under the heading "Miscellaneous" of the Act of March 3, 1877 (19 Stat. 370; 40 U.S.C. 34), 31 U.S.C. 3324, section 3741 of the Revised Statutes (41 U.S.C. 22), and subsections (a) and (e) of section 304 of the Federal Property and Administrative Services Act of 1949 (63 Stat. 395; 41 U.S.C. 254(a) and (e));
 - (2) sums authorized to be appropriated for the Drug Enforcement Administration may be used to establish or acquire proprietary corporations or business entities as part of an undercover operation, and to operate such corporations or business entities on a commercial basis, without regard to the provisions of 31 U.S.C. 9102;
 - (3) sums authorized to be appropriated for the Drug Enforcement Administration, and the proceeds from such undercover operations, may be deposited in banks or other financial institutions without regard to the provisions of 18 U.S.C. 648 and 31 U.S.C. 3302; and
 - (4) the proceeds from such undercover operations may be used to offset necessary and reasonable expenses incurred in such operations without regard to the provisions of 31 U.S.C. 3302; only upon the written certification of the Administrator of the Drug Enforcement Administration (or by a person designated to act for the Administrator in his absence) with prompt notification of the Attorney General or his designee thereafter, that any action authorized by this section is necessary for the conduct of such investigative operation. Such certification shall continue for the duration of the undercover operation without regard to the fiscal years.
- (b) As soon as the proceeds from an undercover investigative operation authorized under this section are no longer necessary for the conduct of such operation, such proceeds shall be deposited into the Treasury as miscellaneous receipts.
- (c) If a corporation or business entity established or acquire as part of an undercover operation under paragraph (2) of subsection (a) with a net value of over \$150,000 is to be liquidated, sold, or otherwise disposed of, the Administrator of the Drug Enforcement Administration, as much in advance as the Administrator or his designee determines is practicable, shall report the circumstances to the Attorney General and the Comptroller General. The proceeds of the liquidation, sale, or other disposition, after obligations are met, shall be deposited in the Treasury as miscellaneous receipts.
- (d) (1) Upon completion of an undercover investigative operation authorized by this section, the Administrator of the Drug Enforcement Administration shall conduct detailed financial audits of these operations and--
- (A) report the results of each audit in writing to the Attorney General, and
 - (B) report annually to the Congress concerning these audits.
- (2) For the purposes of paragraph (1), the terms "undercover investigative operation" and "undercover operation" mean any undercover operation of the Drug Enforcement Administration--
- (A) in which the gross receipts exceed \$150,000, and
 - (B) which is exempt from 31 U.S.C. 3302 or 31 U.S.C. 9102.

Salaries and expenses

Justification of Proposed Changes in Appropriation Language

The 1986 budget estimate includes the proposed changes in the appropriation language listed and explained below. New language is underscored and deleted matter is enclosed in brackets.

Salaries and expenses

For necessary expenses of the Drug Enforcement Administration, including not to exceed \$70,000 to meet unforeseen emergencies of a confidential character, to be expended under the direction of the Attorney General, and to be accounted for solely on his certificate; purchase of not to exceed [five hundred seventeen] passenger motor vehicles of which four hundred eighty-nine are for replacement only for police-type use without regard to the general purchase price limitation for the current fiscal year; and acquisition, lease, maintenance, and operation of aircraft; (\$329,988,000) Five hundred fifty-two of which not to exceed \$1,200,000 for research shall remain available until expended and, \$1,700,000 for purchase of evidence and payments for information shall remain available until September 30, [1986], 1987.

(Reorganization Plan No. 2 of 1973; Reorganization Plan No. 1 of 1968; 21 U.S.C. 801-966 as amended; 40 U.S.C. 304; 41 U.S.C. 111(a); 49 U.S.C. 781; Department of Justice and Related Agencies Appropriation Act, 1985; additional authorizing legislation to be proposed).

Explanation of change

1. In addition to the ongoing replacement program (889 replacement vehicles) the budget request provides for 63 passenger motor vehicles for new diversion investigator positions requested in the 1986 request.
2. The second change provides for a limited amount of current year funding for purchase of evidence and payment for information (PR/PI) to be available for a two-year period, until September 30, 1987.

Summary of Changes

Subcategory/Program	1985 President's Budget Request			Departmental Appropriation Request for 1986			1986 Administration Requested			1985 President's Budget Request			Departmental Appropriation Request		
	Est.	Chg.	Est.	Est.	Chg.	Est.	Est.	Chg.	Est.	Est.	Chg.	Est.	Est.	Chg.	
1. Enforcement of Federal law and investigations	1,817	1,798	1,014,106	1,817	1,798	-81,396	1,817	1,798	0	1,817	1,798	1,014,106	1,817	1,798	1,014,106
a. Domestic enforcement	1,817	1,798	1,014,106	1,817	1,798	0	1,817	1,798	0	1,817	1,798	1,014,106	1,817	1,798	1,014,106
b. Imported (Other Drug Enforcement)	1,817	1,798	1,014,106	1,817	1,798	0	1,817	1,798	0	1,817	1,798	1,014,106	1,817	1,798	1,014,106
c. Foreign cooperative investigations	1,817	1,798	1,014,106	1,817	1,798	0	1,817	1,798	0	1,817	1,798	1,014,106	1,817	1,798	1,014,106
d. Domestic violence	1,817	1,798	1,014,106	1,817	1,798	0	1,817	1,798	0	1,817	1,798	1,014,106	1,817	1,798	1,014,106
e. State and local assistance	1,817	1,798	1,014,106	1,817	1,798	0	1,817	1,798	0	1,817	1,798	1,014,106	1,817	1,798	1,014,106
f. State and local laboratory services	1,817	1,798	1,014,106	1,817	1,798	0	1,817	1,798	0	1,817	1,798	1,014,106	1,817	1,798	1,014,106
g. State and local law enforcement	1,817	1,798	1,014,106	1,817	1,798	0	1,817	1,798	0	1,817	1,798	1,014,106	1,817	1,798	1,014,106
h. Subtotal	1,817	1,798	1,014,106	1,817	1,798	0	1,817	1,798	0	1,817	1,798	1,014,106	1,817	1,798	1,014,106
2. Subdivisions	1,817	1,798	1,014,106	1,817	1,798	0	1,817	1,798	0	1,817	1,798	1,014,106	1,817	1,798	1,014,106
3. Research and engineering	1,817	1,798	1,014,106	1,817	1,798	0	1,817	1,798	0	1,817	1,798	1,014,106	1,817	1,798	1,014,106
4. Support operations	1,817	1,798	1,014,106	1,817	1,798	0	1,817	1,798	0	1,817	1,798	1,014,106	1,817	1,798	1,014,106
a. GSA laboratory services	1,817	1,798	1,014,106	1,817	1,798	0	1,817	1,798	0	1,817	1,798	1,014,106	1,817	1,798	1,014,106
b. GSA building	1,817	1,798	1,014,106	1,817	1,798	0	1,817	1,798	0	1,817	1,798	1,014,106	1,817	1,798	1,014,106
c. Technical operations	1,817	1,798	1,014,106	1,817	1,798	0	1,817	1,798	0	1,817	1,798	1,014,106	1,817	1,798	1,014,106
d. RFP and telecommunications	1,817	1,798	1,014,106	1,817	1,798	0	1,817	1,798	0	1,817	1,798	1,014,106	1,817	1,798	1,014,106
e. Research management	1,817	1,798	1,014,106	1,817	1,798	0	1,817	1,798	0	1,817	1,798	1,014,106	1,817	1,798	1,014,106
f. Subtotal	1,817	1,798	1,014,106	1,817	1,798	0	1,817	1,798	0	1,817	1,798	1,014,106	1,817	1,798	1,014,106
5. Program divisions	1,817	1,798	1,014,106	1,817	1,798	0	1,817	1,798	0	1,817	1,798	1,014,106	1,817	1,798	1,014,106
a. Executive division and control	1,817	1,798	1,014,106	1,817	1,798	0	1,817	1,798	0	1,817	1,798	1,014,106	1,817	1,798	1,014,106
b. Administrative services	1,817	1,798	1,014,106	1,817	1,798	0	1,817	1,798	0	1,817	1,798	1,014,106	1,817	1,798	1,014,106
Total	1,817	1,798	1,014,106	1,817	1,798	0	1,817	1,798	0	1,817	1,798	1,014,106	1,817	1,798	1,014,106

Explanation of Analysis of Changes from 1985 Administration's Request

Departmental Appropriation Action

The amount (\$1,014,106) represents a reduction beyond by the Department in the Department of Justice Appropriation Act (P. L. 99-411). The Standard level (1985) reduction (\$1,014,106) is a reduction beyond by the Department in the Department of Justice Appropriation Act (P. L. 99-411). The Standard level (1985) reduction (\$1,014,106) is a reduction beyond by the Department in the Department of Justice Appropriation Act (P. L. 99-411).

Administrative Services

1. The departmental request for \$1,014,106 and 1985 position to for Administrative Services authority to the Department of Justice program as stated in the Department of Justice Appropriation Act (P. L. 99-411), signed by the President, on October 12, 1985.

2. The pay request provides \$1,014,106 to meet increased pay requirements. (Executive Order 12858 signed October 12, 1985)

Program Divisions

In accordance with Section 1901 of the Internal Revenue Act, 1954, \$1,014,106 is proposed for reduction in the areas of Public Affairs, printing and publishing, and travel and transportation.

Salaries and expenses

Summary of Requirements
(Dollars in thousands)

Adjustment to base:

	Perm. Pos.	NY	Amount
1985 as enacted.....	4,430	4,282	\$329,988
1985 pay supplemental.....	...	...	4,682
1985 Crime Control Act supplemental.....	156	39	2,700
1985 proposed rescission.....	...	...	-876
1985 appropriation anticipated.....	4,586	4,321	336,494
Savings due to management initiatives.....	...	...	-5,678
Uncontrollable increases.....	...	129	19,057
Decreases.....	...	...	-1,977
1986 base.....	4,586	4,450	347,896

Estimates by budget activity:	1984 Actual			1985 Appropriation Anticipated			1986 Base			1986 Estimate			Increase/Decrease		
	Perm. Pos.	NY	Amount	Perm. Pos.	NY	Amount	Perm. Pos.	NY	Amount	Perm. Pos.	NY	Amount	Perm. Pos.	NY	Amount
1. Enforcement of Federal law and investigations:															
a. Domestic enforcement.....	1,817	1,752	\$121,215	1,817	1,798	\$124,678	1,817	1,798	\$125,391	1,817	1,798	\$125,391	...	...	...
b. Organized Crime Drug Enforcement.....	...	...	...	372	355	37,806	372	358	37,565	372	358	37,565	...	...	...
c. Foreign cooperative investigations.....	376	323	29,619	365	350	36,012	365	350	37,069	365	350	37,069	...	...	...
d. Diversion control.....	366	308	15,185	507	368	20,019	507	488	27,756	507	488	27,756	...	...	...
e. State and local assistance.....	172	159	15,661	170	166	16,878	170	166	17,158	170	166	17,158	...	...	...
2. Intelligence.....	327	279	16,443	334	315	17,199	334	321	17,324	334	321	17,324	...	...	...
3. Research and engineering.....	17	15	1,942	17	16	2,351	17	16	2,349	17	16	2,349	...	...	...
4. Support operations.....	620	581	65,953	620	588	59,785	620	588	60,680	620	588	60,680	...	...	...
5. Program direction.....	388	437	25,883	384	365	21,766	384	365	22,604	362	343	20,379	-22	-22	-42,225
Total.....	4,083	3,854	291,901	4,586	4,321	336,494	4,586	4,450	347,896	4,584	4,428	345,671	-22	-22	-2,225

Summary of Requirements by Program
(Dollars in thousands)

Activities by Program	1984 as Enacted			1985 Actual			1985 Appropriation Anticipated			1986 Base			1986 Estimate			Increase/Decrease		
	Perm. Pos.	NY	Amount	Perm. Pos.	NY	Amount	Perm. Pos.	NY	Amount	Perm. Pos.	NY	Amount	Perm. Pos.	NY	Amount	Perm. Pos.	NY	Amount
Enforcement of Federal law and investigations:																		
Domestic enforcement:																		
Organized Crime Drug Enforcement.....	1,817	1,798	\$124,678	1,817	1,752	\$121,215	1,817	1,798	\$124,678	1,817	1,798	\$125,391	1,817	1,798	\$125,391	...	...	...
Foreign cooperative investigations.....	376	323	29,619	372	355	37,806	372	358	37,565	372	358	37,565	372	358	37,565	...	...	...
Diversion control.....	366	308	15,185	365	350	36,012	365	350	37,069	365	350	37,069	365	350	37,069	...	...	...
State and local assistance:																		
State and local training.....	27	24	1,981	27	25	2,145	27	24	1,932	27	24	1,982	27	24	1,982	...	...	...
State and local laboratory services.....	23	23	1,388	23	23	1,383	23	23	1,388	23	23	1,388	23	23	1,388	...	...	...
State and local task forces.....	122	129	12,732	122	123	12,469	122	119	11,452	122	119	11,452	122	119	11,452	...	...	...
Intelligence.....	327	279	16,443	327	279	16,443	327	279	16,443	327	279	16,443	327	279	16,443	...	...	...
Research and engineering.....	17	16	1,942	17	16	1,942	17	16	1,942	17	16	1,942	17	16	1,942	...	...	...
Support operations:																		
R&D laboratory services.....	199	179	11,968	199	179	11,968	199	179	11,968	199	179	11,968	199	179	11,968	...	...	...
R&D training.....	34	31	3,121	34	31	3,121	34	31	3,121	34	31	3,121	34	31	3,121	...	...	...
Technical operations.....	185	177	18,558	185	175	18,558	185	177	18,558	185	177	18,558	185	177	18,558	...	...	...
R&D and telecommunications.....	120	110	14,000	120	110	14,000	120	110	14,000	120	110	14,000	120	110	14,000	...	...	...
Research management.....	31	27	3,480	31	27	3,480	31	27	3,480	31	27	3,480	31	27	3,480	...	...	...
Program direction:																		
Executive direction and control	240	231	12,813	240	231	12,813	240	231	12,813	240	231	12,813	240	231	12,813	...	...	...
Administrative services.....	148	156	1,500	148	156	1,500	148	156	1,500	148	156	1,500	148	156	1,500	...	...	...
Total.....	4,083	3,854	291,901	4,083	3,854	291,901	4,083	3,854	291,901	4,083	3,854	291,901	4,083	3,854	291,901	-22	-22	-2,225
Other programs:																		
Building.....	5	...	...	7	...	...	8	...	...	10	...	...	10	...	...	...	...	...
Computer.....	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Other.....	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Total nonprogram support.....	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Total P&E selling.....	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...

Salaries and expenses

Justification of Program and Performance

Activity Resource Summary
(Dollars in thousands)

Activity: Enforcement of Federal Law and Investigations Subactivity: Domestic Enforcement	1985 Appropriation Anticipated			1986 Base			1986 Estimate			Increase/Decrease		
	Perm. Pos.	NY	Amount	Perm. Pos.	NY	Amount	Perm. Pos.	NY	Amount	Perm. Pos.	NY	Amount
Domestic enforcement.....	1,817	1,798	\$124,678	1,817	1,798	\$125,391	1,817	1,798	\$125,391	...	...	...

Long-Range Goal: To reduce the supply of illicit drugs to levels where our society and institutions can cope reasonably with the consequences of drug abuse.

Major Objectives:

To enhance coordination with the FBI through joint field operations, training, linkage of intelligence data bases and systems, intensified exchange of management and procedural techniques, and to continue support of and participation in the Organized Crime Drug Enforcement Task Force program.

To use existing liaison mechanisms with IRS, Customs and the Coast Guard to develop specific proposals for enhanced coordination, more efficient mechanisms for the exchange of information and the more effective utilization of intelligence and personnel.

To seriously disrupt or eliminate major drug trafficking organizations, and thereby reduce the drug flow, by maintaining continuous investigative pressure leading to arrest, prosecution, and conviction of major drug dealers as well as seizure of all drug related assets.

To maintain overall enforcement pressure on the major heroin trafficking organizations to ensure that heroin supplies are held at a level which minimizes the abuse to society.

To maintain investigative emphasis in the dangerous drug area, in particular the traffic in clandestinely manufactured PCP, methaqualone and LSD, and reduce the retail availability of the substances as measured by reported drug injuries and deaths.

To increase the Federal Government's role against violent crime by supporting, within resource availability, local drug enforcement, and intelligence operations wherein violent crimes surface as collateral violations to ongoing drug investigations.

To maintain investigative pressure in coordination with the U.S. Coast Guard, Customs, and the FBI on the cocaine, marijuana and counterfeit methaqualone traffic entering the COMUS from South America via the Southeastern states, particularly Florida, to prevent or reduce any significant increases in drug availability, associated violent crime, or economic impact resulting from massive illicit money flow.

To utilize to the maximum extent possible assistance from the U.S. military forces in providing intelligence related to the growing, storage, and transportation of illicit drugs.

To further develop DEA's in-house expertise in banking laws and regulations and international monetary operations; to increase trafficker asset removals over prior years through civil and criminal forfeiture; and to expand liaison activities with the banking community, real estate industry, etc.

To develop more efficient interagency liaison mechanisms with Customs, IRS, the Federal Reserve Board, etc., to facilitate financial investigations of drug traffickers.

To increase DEA expertise in the use of technical equipment by increasing agent awareness of technical investigative tools and innovative approaches available.

To enlist the active participation of State and local governments and law enforcement agencies in the national effort to stop illicit drug production and trafficking, and to continue to actively support State and local jurisdictions participation in the Domestic Cannabis Eradication/Suppression program.

To develop two week training schools which will provide in-depth instruction to State and local officers responsible for marijuana detection and eradication and to increase the amount and quality of intelligence provided to State and local governments so that they can execute their marijuana control responsibilities.

To establish clandestine laboratory task forces to enlist the aid of State and local police in establishing a comprehensive Precursor Control program.

To encourage the development of multi-state efforts in states which share common drug trafficking problems promoting the development of strategies and programs and expertise which result in a more comprehensive and unified attack against drug trafficking.

Base Program Description: The national problem addressed by this decision unit stems from the consequences of widespread abuse of controlled substances. The social harm inflicted by the abuse of drugs includes deaths, injuries and inordinate strains placed on our institutions. Criminal elements profit handsomely from drug traffic which contributes huge amounts of untaxed money into either organized crime coffers or investments in legitimate enterprises. These all have a major corrupting influence on our communities. Drug trafficking also impacts on the national economy through the flow of U.S. capital to foreign countries. Illicit drug distribution has also contributed to making our communities physically unsafe because of concomitant drug-related crime and violence.

The major thrust of the Domestic Enforcement program is the elimination or immobilization of the highest echelons of drug trafficking organizations. This strategy is based on extensive empirical data which indicates that the greatest impact domestically on illicit drug flow can be achieved at these levels and that this represents the most cost-effective utilization of resources. Heroin remains one of DEA's major priorities because of its virulent impact on national health and crime; although the massive infusion of cocaine and marijuana entering the Southeastern sector of the United States must also be addressed as a major priority concern of drug enforcement.

DEA conducts enforcement operations by utilizing the following investigative methods:

- Undercover operations.
- Electronic surveillance.
- Development of confidential sources of information.
- Emphasis on use of the various conspiracy statutes and the more sophisticated statutory tools such as the Continuing Criminal Enterprise (CCE) provision, tax laws and Racketeer Influenced Corrupt Organizations (RICO).
- Employment of Special Enforcement Operations (SEO) for investigative concentration on major trafficking organizations.
- Financial investigative efforts involving the illicit international and national money flow related to drug trafficking. Extensive coordination with the Internal Revenue Service (IRS) and Federal Bureau of Investigation (FBI).
- Precursor investigative and liaison measures aimed at identifying and immobilizing clandestine laboratory operations.
- Full cooperation between DEA, U.S. Customs Service, Immigration and Naturalization Service (INS), and the U.S. Coast Guard in border and off-shore interdiction activities.
- Coordination and cooperation with State and local drug law enforcement agencies in the development of cooperative cases and the exchange of investigative/intelligence information.
- Utilization of special reverse undercover operations where special agents may act as a drug seller.
- Establishment of proprietary business operations which offer to sell precursor chemicals to illicit drug manufacturers.

Investigative activities fall into three major categories based on the source of the investigation: DEA-initiated investigations, referral investigations stemming from information provided by other Federal law enforcement agencies such as the U.S. Customs Service or the Immigration and Naturalization Service, and cooperative investigations developed jointly with State and local police authorities. With respect to referral-type investigations, while DEA has the principal responsibility in drug offense cases, as a practical matter, DEA exercises only limited control over drug priorities in this area. These cases emanate predominantly from border seizures and the standards established for prosecution by the several United States Attorneys which may vary considerably.

The major portion of the enforcement effort of the field offices is employed in substantive DEA initiated case development. The total effort involves a mix of substantive and conspiracy cases. Conspiracy prosecutions develop most often through exploitation and extension of evidence and witnesses developed in the substantive cases. DEA interoffice and interagency cooperation and investigative assistance are emphasized and maintained at optimum levels.

In selected priority trafficking situations, which are either interoffice or international in nature, Special Enforcement Operations (SEO) organizational, operational and management procedures are used in the application of investigative resources. The SEO approach stresses economy of force, mobility, speed, and flexibility in responding to high level drug trafficking organizations. SEO's receive additional management and funding or manpower resources. These high-level investigations will be undertaken on a case-by-case basis when it is determined by DEA management that intelligence or evidence points to probable success commensurate with resources to be expended. Through demonstrated success of these SEO investigations, DEA aims to create an environment in which there is a certainty of punishment of major drug traffickers under the applicable Federal statutes, as well as extensive immobilization of their drug distributing organizations.

This program continues to focus ongoing efforts on financial investigations involving international money flows and drug traffickers' assets. These investigations, involving close cooperation between DEA, the U.S. Customs Service, the Internal Revenue Service, and the FBI are aimed at important insulated violators, who direct, control, and profit enormously from drug trafficking. Assets emanating from investments of these drug related profits are vulnerable to seizure and forfeiture. This innovative investigative technique is an effective tool in reducing capital assets of the traffickers; thereby disrupting or immobilizing organizations with a concomitant reduction in the flow of drugs.

Conventional and proven drug enforcement methods such as informant development, undercover infiltration and purchases of information and drug evidence continue to be used as tools in the development of both substantive and major conspiracy investigations. These activities provide for acquisition of evidence, which among other things, reinforces the credibility of testimony of government witnesses.

Another major priority of the Domestic Enforcement program is the immobilization of domestic clandestine laboratory operations and the maintenance of a chemical precursor control program. In the past years, the rescheduling of PCP, the scheduling of P-2-P and the controls placed on piperidine have resulted in more effective control of the illicit manufacture of PCP, methamphetamine, and amphetamines. This program will continue to receive a high priority within the decision unit activities.

Full cooperation between DEA, U.S. Customs Service, Immigration and Naturalization Service, and the U.S. Coast Guard in border interdiction activities is being maintained. DEA continues to support the border interdiction function through: (1) immediate referral of smuggling information; (2) cooperative investigations where appropriate; and (3) coordination of defendant debriefing techniques in cases not acceptable for Federal prosecution.

Although the Organized Crime Drug Enforcement (OCDE) Task Forces are not programmatically within this decision unit, coordination and cooperation with OCDE investigative personnel is an essential element of the Domestic Enforcement program. A significant number of DEA special agents are assigned to the OCDE Task Forces ensuring optimum intelligence exchange as well as close communication with ongoing investigations.

With regard to DEA computer capabilities, the Narcotics and Dangerous Drugs Information System (NADDIS) provides to all domestic offices a 24 hour/day 7 day/week service as well as to over 20 overseas offices. This information retrieval capability permits more timely response to investigations of a particularly time-sensitive nature. The DEA intelligence analysis system, PATWINDER, is utilized extensively for conspiracy analysis by agents engaged in SEO's and other major investigations.

In concert with the DEA computer capabilities for retrieval of information and intelligence, the following modes of communication are utilized to provide information quickly, with optimum security, to world-wide DEA offices.

Secure Voice: Cryptographic secure voice devices located at DEA Headquarters to provide intelligence and enforcement elements access to the United States intelligence community.

Speech Privacy: Commercially-available speech privacy devices to offer a deterrent against monitoring of phone calls.

Facsimile: A system which includes 183 terminals in field offices, compatible with other government agencies, and commercial firms with similar equipment.

DEA Secure Teletype System (DSTS): A leased line network that provides the capability to transmit classified and sensitive message traffic in support of the DEA mission domestically and through the Headquarters telecommunications center to foreign offices via Department of Defense Automatic Digital Network (AUTODIN) access channels and the State Department's Telecommunications System.

The DEA radio communications system includes: portable radios; radios in all motor vehicles, aircraft, and boats; as well as radio base stations geographically positioned to ensure optimum communications in support of enforcement operations.

Accomplishments and Workload: Since 1973, DEA has been the lead U.S. agency responsible for investigating U.S. drug law violations. It is the sole U.S. agency authorized to investigate drug trafficking overseas. It is also the only agency with authority to regulate and monitor the illicit drug manufacturing distribution system. As the lead agency for drug enforcement, DEA plays a critical role in this Administration's campaign against organized crime and drug trafficking. DEA has maintained close working relationships with other Federal agencies, including the FBI, U.S. Customs Service, U.S. Coast Guard, Navy, Air Force, Bureau of Alcohol, Tobacco, and Firearms (BATF), and the Internal Revenue Service, (IRS), with numerous State and local agencies, and with foreign enforcement entities.

In 1984, DEA averaged approximately 1,000 arrests and 700 convictions per month. Heroin seizures increased in 1984 to approximately 682 pounds from 664 pounds in 1983. Seizures of cocaine increased by 34 percent or 5,500 pounds. Marijuana seizures increased by more than 750,000 pounds in 1984, this was about a 33% increase compared to 1983. Close to 4 million plants were destroyed in 1983 by DEA-assisted local law enforcement agencies. In 1984, 12.98 million domestic marijuana plants were destroyed. During 1983, 182 clandestine laboratories were seized, including 92 methamphetamine and 33 PCP laboratories. The 1984 laboratory seizures should be reduced somewhat because of the effectiveness of the program.

FBI support of our enforcement mission has already resulted in impressive teamwork. By the end of 1984, over 80 percent of the FBI narcotics and dangerous drugs related investigations were joint DEA/FBI cases. Currently, there are nearly 775 joint investigations in which the FBI is lending its expertise in financial and organized crime investigations. The number of DEA Title III wiretaps projected for 1984 is about 80, with over 50% of these operations conducted jointly with the FBI. The FBI has participated extensively in wiretap operations. DEA and FBI agents have also been cross trained to enhance their effectiveness in the field. All FBI agents have been exposed to training in narcotics investigations. Of these agents, approximately 600 have received specialized narcotics training. DEA agents have also received training regarding the FBI mission and services.

Along with the increased involvement of the FBI, another major development in the drug enforcement effort has been the participation of the military in drug intelligence operations. DEA is only beginning to realize the results of this new resource. In conjunction with the South Florida Task Force and related operations, the Navy E2C's (Hawkeye) aircraft provide detection capability and the Army's Cobra helicopters have been utilized as chase aircraft. The Navy has been regularly and increasingly relaying suspect vessel information to EPIC for evaluation and action. The Navy has provided direct assistance to the U.S. Coast Guard and participated in boarding and taking custody of suspect vessels. Coast Guard crews are also onboard some Navy vessels. DEA anticipates that military assistance will play an increasing role in confronting and containing illicit drug smuggling on the high-seas.

DEA has both domestic and foreign drug enforcement responsibilities. Because of our mission, we also have offices located throughout the Caribbean in San Juan, Puerto Rico; Kingston, Jamaica; Nassau, Bahamas; and Santo Domingo, Dominican Republic. At the present time DEA's Miami Field Division staffs the DEA elements of the Florida Joint Task Group and the National Narcotics Border Interdiction System (NNBIS). Initial DEA staffing of the Joint Task Group was comprised of 73 Special Agents, 4 Intelligence Analysts and 6 Clerical/Support personnel.

Since March 1982, DEA has participated in the South Florida Task Force along with Customs, BATF, INS, and the Coast Guard. This task force established a coordinated, multi-agency attack against the marijuana and cocaine traffic in the Caribbean. DEA and Customs participate in this program under a Florida Joint Task Group which conducts drug smuggling investigations, as well as financial investigations in the State of Florida. For the period March 1982 to June 1984, these efforts have resulted in 2,570 arrests, 1,453 drug seizures, and a total of \$27,271,313 in asset seizures.

In March 1982, DEA, through its office at the American Embassy, Nassau, proposed to the Bahamian Government a collaboration of law enforcement agencies of the United States and those of the Bahamas and Turks and Caicos Islands. This operation, with the code name "BMT", (Bahama/American/Turks and Caicos Islands), employed DEA, U.S. Coast Guard and U.S. Customs aircraft to transport Bahamian law enforcement agents under Bahamian supervision on raids on drug and fuel caches in the islands. Turks and Caicos law enforcement officers operated similarly in their islands, since their participation in this operation was designed to provide a coherent and comprehensive plan to interdict drugs in the Bahamas, Turks and Caicos destined for the United States. Originally this operation was to last for ninety days. However, due to its success, BMT has been continued.

The operational objectives of BMT are designed to:

- Disrupt the flow of marijuana, cocaine and methamphetamine transiting the Turks and Caicos Islands and the Bahamas enroute from South America to the United States.
- Provide the Bahamian Defense Force with timely intelligence.
- Identify major smuggling organizations through identification of aircraft and vessels engaged in smuggling.
- Provide U.S. Coast Guard and U.S. Customs with timely information on aircraft and vessels engaged in smuggling.
- Identify U.S. citizens residing in and transiting the Islands.
- Develop cooperating individuals in the Islands who can assist in the enforcement mission.
- Identify aircraft having illegal fuel tanks for immediate grounding by FAA inspectors.
- Train island police in the areas of narcotic enforcement and interdiction.
- Provide for single sideband radio communications among all enforcement personnel participating in BMT.

In the twenty-eight months of operation, the deployment of police of the Bahamas and Turks and Caicos by U.S. aircraft has had a significant impact on the drug trade. Smuggling has not ceased, but its character has changed. The trafficker's initial reliance on maritime smuggling has shifted from larger boats to smaller craft. Even in aircraft smuggling, the emphasis has been transferred from larger to smaller planes. The number of "entrepreneurs" or self-employed traffickers has grown. Some of these entrepreneurs have been persistent and innovative in their tactics which has required a change in strategy from time to time.

The most consistent method of operation has involved the flight of trafficker aircraft which leave Colombia and Jamaica and are observed by U.S. radar. U.S. Customs aircraft identify and pursue these planes to dropzones in the western Bahamas. DEA's task has been to deliver Strike Force police at the time and point of delivery. This is difficult under the best of circumstances. The original helicopters made available to Operation BAT were limited in range and ability to fly at night. The U.S. Coast Guard was requested to assist because of the endurance and navigational systems of the Coast Guard aircraft. Currently 2 U.S. Air Force helicopters are being utilized along with DEA aircraft.

The following data represents the cumulative statistics for Operation BAT for the period April 1, 1982 through July 1, 1984:

<u>OPERATION BAT</u>	
<u>Arrests:</u>	170
<u>Drug Seizures:</u>	
Cocaine	9,916 lbs.
Marijuana	313,303 lbs.
<u>Non-Drug Seizures:</u>	
Vehicles	\$8,000
Vessels	\$1,688,510
Aircraft	\$7,081,500
Pirates	\$6,375
Radio Equipment	\$4,500

Heroin Traffic

Southwest Asian (SWA) heroin continued to dominate the market through June, 1984. The availability of Mexican and Southeast Asian-source heroin has increased. Overall heroin abuse and availability appears to have increased since October of 1983.

Cocaine Traffic

Current indicators of cocaine abuse and availability suggest the continued high levels reported during 1983. There has been an oversupply of cocaine, with a consequent decline in wholesale prices in selected cities, and recent data show that the decline in price is beginning to show at the retail level.

During 1983, DEA and other Federal law enforcement agencies confiscated more than 20,000 pounds of cocaine. During the first six months of 1984, seizures totalled 4,959 kilograms. This is the highest aggregate volume of cocaine ever seized during a one-year period. Cocaine arrests totalled 4,853. Nine hundred and eighty-four of these individuals were Class I or II violators. More than 50% of all defendants arrested by DEA on cocaine charges were in Class I or II cases.

These seizure and arrest statistics have both negative and positive implications. On the negative side, the statistics confirm an unprecedented volume of available illicit cocaine in the U.S. along with the proliferating milieu of U.S. distributors. Falling cocaine prices in late 1983 and 1984 also portend an expanding U.S. consumer group in 1984. While coordinated U.S. drug enforcement achievements have escalated dramatically in 1983, foreign supply reduction efforts via eradication have not kept pace with U.S. programs and consequently U.S. cocaine availability continues to escalate. Throughout 1983, there was no significant coca eradication in major coca source nations, despite Colombia's efforts to control the importation of ether, a significant component in the processing of cocaine. The control of ether has resulted in a shift in cocaine processing to other areas, including South Florida, Venezuela, and Brazil.

On a more positive note, U.S. drug enforcement programs and strategies are becoming more solidified and coordinated. DEA intelligence and enforcement results are unparalleled. Political and public support in the U.S. and abroad against the cocaine trade is increasing. International investigative cooperation, particularly among coca source and transit nations, is similarly expanding. Colombia is now extraditing major drug traffickers to the United States for trial.

U.S. drug operations are becoming significantly more sophisticated, buttressed by high level U.S. political, military, diplomatic and budgetary support. In short, U.S. drug law enforcement efforts against cocaine in 1983 have been impressive and have sent a clear signal to source nations concerning the U.S. commitment to international drug control.

In January 1984, the DEA and FBI indicted 53 defendants in four Federal Judicial Districts out of Operation Southern Comfort. Since this time a total of 39 defendants have been arrested. These indictments are based on the seizure of 3,000 pounds of cocaine from the Harold Rosenthal Organization. Rosenthal directed the operation from Colombia following his escape from a Federal prison in Tennessee in 1981. In October 1984, all of the defendants except one were convicted after a lengthy trial in the Northern District of Georgia.

Operation Padrino was initiated in April 1983, in Guadalajara, Mexico for the purpose of investigating and immobilizing one of the major Colombian/Mexican cocaine distribution networks currently in existence. The investigation presently directed and supervised by OC is multinational and interdivisional involving at least four foreign countries and eight DEA divisions. To date, the successes of Operation Padrino are that the organization is undergoing U. S. currency forfeiture proceeding totalling \$15,338,766 and facing \$1,387,000 in property/asset forfeiture in addition to a \$25,987,000 INS jeopardy assessment. Law enforcement officers have seized 3,563 pounds of cocaine attributed to the organization and arrested 13 of its members.

Operation Chem Con was initiated as an innovative and logical outgrowth of "Operation Steeple", an SPIP instituted in 1980 by the Bogota Country Office.

By way of background, Operation Steeple's objective was to identify the major illicit distributors of precursors utilized for the clandestine manufacture of cocaine hydrochloride (HCl). As the SPIP matured and a sufficient data base was acquired to disclose illicit distributors and the enormous quantities of ether being imported to Colombia, Operation Chem Con was established as the logical next step in the institutionalized tracing of precursors to illicit markets.

The primary objective of Operation Chem Con is to track ethyl ether from principal international manufacturers, wholesalers and retailers to clandestine cocaine HCl laboratories in the United States and abroad. To accomplish the objectives of Chem Con, it was essential to

secure the cooperation of other manufacturers, wholesalers, and retailers, analyze the data provided by these companies, and seek voluntary restriction of other sales and/or place tracking devices in the ether containers and follow shipments to their final destination.

Since its inception, Operation Chem Con has monitored over 40 shipments representing thousands of metric tons of ethyl ether, sixteen thousand 55 gallon drums have been seized and destroyed in nine countries at a loss of approximately \$5 million in purchase cost to traffickers. Additionally, when the conversion ratio of ether to cocaine HCl is considered, in excess of 186,000 kilograms of cocaine was not produced as a result of Operation Chem Con.

In March 1984, intelligence obtained through Operation Chem Con efforts resulted in the Colombian National Police Special Anti-narcotics Unit raiding seven cocaine laboratories in the southern part of Colombia, and seizing ten tons of cocaine and arresting 41 defendants.

Operation Chem Con is continuing with broadened efforts and results anticipated in calendar year 1985.

Program measures include the following:

Program measures include the following:		Estimate			
Item	1983	1984	1985	1986	
Investigative Work Hours by Class of Case:					
Class I.....	1,597,951	1,763,703	1,845,000	1,845,000	
Class II.....	211,434	237,910	250,000	250,000	
Class III.....	404,631	441,364	462,000	462,000	
Class IV.....	43,092	42,189	43,000	43,000	
Total.....	2,256,715	2,485,166	2,600,000	2,600,000	
DEA Initiated Arrests by Class and Cases:					
Class I.....	4,101	4,582	4,600	4,600	
Class II.....	1,103	1,022	1,030	1,030	
Class III.....	1,950	1,771	1,800	1,800	
Class IV.....	599	445	470	470	
Total.....	7,753	7,820	7,900	7,900	
Federal Referral Arrests.....	1,109	1,086	1,100	1,100	
DEA Cooperative Arrests.....	1,438	1,725	1,750	1,750	
Total Domestic Enforcement Program Arrests.....	10,300	10,631	10,750	10,750	
Assets Seized (\$ in millions).....	\$262	\$83	\$88	\$93	
SDO Arrests.....	675	750	800	800	
Clandestine Laboratory Seizures.....	187	162	165	170	

Activity: Enforcement Federal Law and Investigations	1985 Appropriation Anticipated			1986 Base			1986 Estimate			Increase/Decrease		
	Form.			Form.			Form.			Form.		
	Pos.	MY	Amount	Pos.	MY	Amount	Pos.	MY	Amount	Pos.	MY	Amount
Subactivity: Domestic Enforcement												
Organized Crime Drug Enforcement...	372	355	\$37,806	372	358	\$37,565	372	358	\$37,565	...	...	...

Long-Range Goal: The program's overall goal is to identify, investigate, and prosecute members of high-level drug trafficking enterprises, and to destroy or immobilize the operations of those organizations.

Major Objectives:

To target, investigate, and prosecute individuals who organize, direct, finance or are otherwise engaged in high level illegal drug trafficking enterprises, including large-scale money laundering organizations.

To administer a coordinated drug enforcement effort in each Task Force area and to encourage maximum cooperation among all drug enforcement agencies.

To work fully and effectively with other Federal, State and local drug enforcement agencies.

To make full use of financial investigative techniques, including tax law enforcement and forfeiture actions in order to identify and convict high-level traffickers and to enable the government to seize assets and profits derived from high-level drug trafficking.

Base Program Description: In an effort to counter-attack the wide scale drug problem in the United States, the President established a new program to combat drug trafficking and organized crime in October, 1982. Twelve new Regional Organized Crime Drug Enforcement Task Forces (OCDEF) were established in the following regions. The headquarters city for each of these task forces is indicated in parentheses:

- | | |
|--|--|
| 1) New England (Boston) | 7) North Central (Chicago) |
| 2) New York - New Jersey (New York City) | 8) Great Lakes (Detroit) |
| 3) Mid-Atlantic (Baltimore) | 9) Mountain (Denver) |
| 4) Southeast (Atlanta) | 10) Los Angeles - Nevada (Los Angeles) |
| 5) Gulf Coast (Houston) | 11) Northwest (San Francisco) |
| 6) South Central (St. Louis) | 12) Southwest Border (San Diego) |

In the 1985 Budget request, DEA has requested and received resources that established a thirteenth OCDE Task Force. This Task Force is headquartered in Miami, Florida and is responsible for OCDE activities in Florida, Puerto Rico and the Virgin Islands.

The OCE Task Force program's overall goal is to identify, investigate, and prosecute members of high-level drug trafficking enterprises, and to destroy the operations of these organizations. These major drug trafficking organizations include any of the following types of groups, where a sizeable number of individuals is involved in the trafficking or there are large actual or potential profits gained from the trafficking:

Traditional organized crime figures, to the extent that such matters are not being worked already by Strike Force personnel, and, in any case, in coordination with the Strike Force office with responsibility for the district;

Major outlaw motorcycle gangs (e.g., Hells Angels, Pagans, Outlaws or Bandidos);

Other organized criminal groups (major street gangs, prison gangs, and similar groups);

An organization that is importing and/or distributing large amounts of controlled substances, or is financing the foregoing; or

Physicians or pharmacists illegally dispensing substantial quantities of prescription drugs.

The overall program goal will be accomplished by (1) devoting more Federal resources to the investigation and prosecution of these high-level organizations; (2) improving coordination and integrating the activities of Federal investigative and prosecutorial agencies on selected cases; and (3) making maximum use of financial investigative techniques.

Task Force operations are planned and coordinated through a network of committees representing participating agencies and under the general direction of the Associate Attorney General. At the national level, a working group chaired by the Associate Attorney General formulates general policy and monitors the program with the assistance of a small administrative unit in the Department of Justice headed by the national task force program administrator. In each of the 13 regions, the U.S. Attorney in the "core city" manages task force operations through the Task Force Coordinating Group. This group approves and monitors all task force investigations in the region to ensure that investigations are consistent with program goals and objectives and that appropriate interagency coordination takes place.

Individual task force cases are investigated and prosecuted by multi-agency teams in the judicial districts within the region. In each of the judicial districts which make up the region, the local U.S. Attorney heads a district drug enforcement coordination group which includes the senior agents from each participating agency office in that district. The district coordination group coordinates task force investigations and prosecution among participating Federal agencies and with State and local law enforcement authorities.

Agents and attorneys involved in individual task force cases remain under the direct supervision of their respective agencies but conduct investigations jointly with other task force agents and attorneys. Leadership responsibility for a specific case is decided on a case-by-case basis and assumed by one of the investigative agencies.

Accomplishments and Workload: As of November 30, 1984, DEA had initiated 570 OCE/TF cases since the beginning of the program. In the same time period, DEA has participated in 2,492 OCE/TF arrests. A total of 1,469 convictions have been made and asset seizures have been valued at over \$90 million. In all DEA has dedicated over 1,100,000 agent investigative workhours. But perhaps the most significant accomplishment of the OCE/TF program has been the increase in cooperation among the Federal agencies and the attendant increase in the number of joint drug cases. In all OCE/TF cases, at least two, if not more, Federal agencies are working together and effectively using each other's resources to disrupt and bring to prosecution major Class I and II drug traffickers in this country.

A joint FBI/DEA investigation concerning with heroin purchases in Philadelphia and New York and finally numerous wiretaps in the same cities, culminated with the arrests of numerous organized crime figures in the United States, Europe and South America. Major organized crime narcotics czar Gaetano BADALAMENTI triggered the roundup with his arrest in Spain pursuant to the New York federal indictment. In total, twenty-one defendants were indicted. Twenty-nine were arrested and nine still remain fugitives. The arrests began on April 9, 1984. This case was probably the most significant assault on Italian narcotic organized crime traffickers in the history of law enforcement. The case utilized all types of investigative tools in order to totally destroy the trafficking organization. The investigation is continuing with attempts to identify and seize numerous drug-related assets, as well as to infiltrate the money laundering schemes which were established to "wash" numerous assets from the U.S. to foreign sources.

In November, 1983, New York DEA agents and New York State Police Officers arrested Roberto Carvajal and 21 other defendants in a "reverse" marijuana investigation in which undercover agents of the Austin, Texas DEA office received a one million dollar advance payment for 30,000 pounds of marijuana. On November 19, 1983, two additional defendants were arrested in Austin, Texas. Drug-related property seizures, shortly after the arrests, amounted to approximately \$650,000 in cash, jewelry, vehicles and real estate property. Subsequent to the arrests, it was learned that the Chicago FBI Field Office was investigating the illegal financial activities of one of the main defendants arrested in this case, who was a lead target in a Chicago Customs/FBI OCE/TF case. The lead defendants in the NYSD case, as well as others, generated a high level of interest by several government agencies. As a result, DEA arranged a coordination and exchange of information meeting on December 20, 1983, at the U.S. Attorneys Office for the Southern District of New York.

At this meeting, it was determined that the cases should be combined as an OCE/TF case and be developed with the intent to seek indictments against the major violators under a Continuing Criminal Enterprise. On February 1, 1984, Roberto Carvajal and his female companion co-defendant Elizabeth Perez, were the victims of a double homicide in Miami, Florida. Further investigation by the New York Office has located two additional "stash" houses, one in New York and a second in Lancaster, Pennsylvania. Property valued at \$300,000 was seized in Miami during March, 1984 as proceeds of drug trafficking. Investigations by New York and Miami Offices identified additional property owned by the defendants including two discos, three residences, boats, a shopping center, an apartment complex, and development property in the Florida Keys collectively valued at over \$15,000,000. In May 1984, several of the above properties were seized in Florida, bringing the total value of asset seizures to date to over \$11 million. Of the 22 individuals indicted by the Federal Grand Jury, Southern District of New York, two were murdered; 17 have pled guilty, and 3 are awaiting trial. The principal defendant, have each pled guilty to two 15-year counts and are awaiting sentencing.

Program measures include the following:

Item	1983	1984	Estimate	
			1985	1986
OCE approved cases involving DEA.....	266	274	300	320
DEA/OCE arrests.....	519	1,817	1,900	2,000
Assets seized (\$ millions).....	\$20	\$65	\$70	\$75
Convictions.....	117	698	750	800

Activity: Enforcement of Federal Law and Investigations	1985 Appropriation Anticipated			1986 Base			1986 Estimate			Increase/Decrease		
	Perm. Pos.	NY	Amount	Perm. Pos.	NY	Amount	Perm. Pos.	NY	Amount	Perm. Pos.	NY	Amount
Subactivity: Foreign Cooperative Investigations												
Foreign cooperative investigations..	365	350	\$36,012	365	350	\$37,069	365	350	\$37,069	...	...	...

Long-Range Goal: Reduce the supply of drugs of foreign origin destined for the United States illicit market.

Major Objectives:

To encourage, advise and assist host countries in the development and implementation of effective measures to control licit drug crops, reduce illicit cultivation, production, and conversion and interdict drugs at in-country staging areas and disrupt trafficking routes.

To encourage and assist host countries to establish and support effective drug enforcement and intelligence agencies, and to promote intergovernmental enforcement cooperation and intelligence exchange.

To encourage development of essential chemicals program to identify clandestine laboratory operations and restrict trafficking in essential chemicals destined for illicit use.

To identify and coordinate diplomatic efforts to eliminate diversion of controlled substances from international commerce and to assist foreign governments in the design of effective regulatory programs.

To support host country development of drug enforcement institutions through DEA training of foreign enforcement officials.

To explore with foreign governments ways to monitor and impact the substantial cash flow generated by illicit drug transactions and to encourage foreign enforcement officials to seize other drug-related assets, where appropriate legal authority exists.

To encourage and assist host countries in the drafting of appropriate legislation allowing for the seizure and forfeiture of assets obtained with drug profits.

To participate in international drug control and enforcement organizations to gain greater cooperation among all nations in which illicit drugs are produced, transited, and/or consumed.

Base Program Description: This decision unit addresses the problem of drugs of foreign origin which are destined for consumption in the United States illicit market. The majority of illicit drugs available in the United States are of foreign origin. DEA's overseas efforts are directed at assisting host governments in the development of programs aimed at reducing the supply of drugs at or near the agricultural source; immobilizing foreign clandestine conversion laboratories; identifying export staging areas and interdicting the drugs; and in reducing the diversion of legitimate drugs from international commerce. There is an ongoing and future need for additional resources to assist foreign narcotics control authorities in the suppression of illicit narcotics traffic actually or potentially impacting the United States. DEA overseas presence is at the initiation of the host country. DEA is represented in 62 offices in 42 countries. The basic authorities for this Decision Unit are Reorganization Plan No. 2 of 1973 and Executive Order 11727 of 1973. This program is carried out in coordination with the Department of State in foreign areas, Department of Justice guidelines and in accordance with P.L. 94-329, which is referred to as the Mansfield Amendment.

The primary motivation in international heroin trafficking is the intense competition among foreign traffickers to supply the demands of the immensely profitable American and foreign markets. Competitive factors take on increased law enforcement significance when viewed from the perspective that opium production is virtually uncontrollable in some world geographical areas and usually exceeds the demands of both the licit and illicit world drug markets. The opium production capabilities of Southwest Asia (Afghanistan, Pakistan and Iran), the Golden Triangle countries of Southeast Asia (Thailand, Burma and Laos) and Mexico figure significantly in the world illicit opium supply and in the international competition for lucrative drug markets. Intelligence indicators continue to predict a continuing threat from Southwest Asia into 1986.

Destabilization of government controls in Southwest Asia and the emergence of Pakistani and Iranian transportation of heroin directly into Canada and the United States along with the continuation of traditional European trafficking routes and heroin processing laboratories contribute to the continuation of the severe heroin abuse and trafficking situation that we are experiencing. Recent information indicates that Africa is becoming a transshipment point for Southwest Asian heroin destined for Europe and North America. After reaching its peak in 1982, the Southwest Asian heroin problem has leveled off but at a higher level than has been experienced in the past. The increasing availability of Southwest Asian heroin will also add to this situation. Mexican heroin availability will continue at current levels.

South American cocaine sources continue to contribute to the increasing availability of this popular and expensive drug of abuse. The supply of cocaine and the abuser population are expected to increase. Recent efforts in the public and private sectors to demonstrate cocaine's physical and psychological dependence have raised public awareness regarding the serious health hazards of its abuse. However, the availability and purity of cocaine in the United States remains high. The large demand for cocaine in the United States will continue to encourage illicit traffickers to pursue this enormously profitable trade.

Cannabis, particularly in the form of marijuana, originates principally in South America, Jamaica, Mexico, and Thailand and is smuggled in ton quantities by land, sea, and air into the United States. The Middle East remains a significant source for the more potent cannabis extracts such as hashish and hashish oil, both of which are being smuggled to the United States from Morocco, Lebanon, Pakistan and Afghanistan.

The Caribbean area with its hundreds of islands and numerous small independent and colonial governments provides major international narcotics traffickers with protected drug transshipment and aircraft and vessel refueling sites. It also provides drug money laundries and significant criminal fugitives with safe havens from which to direct their smuggling activities. DEA continues to broaden cooperation with off-shore governments and banking facilities with respect to the volume of illegal money acquired by illicit drug trafficking organizations.

International cooperation in recent years has led to the reduction of methamphetamine worldwide and particularly in the United States. Recently there have been increases in the international market in valium being sold as methamphetamine. Valium in the form of Mandrax is being shipped from India through Africa for distribution in other world markets. The diversion of dangerous drugs through Africa and elsewhere will be closely monitored.

In addition to the social and economic threat posed by the supply of foreign-source drugs into the United States, there are other factors which relate directly to the activities of this decision unit. These include:

- The level of acceptance of DEA's presence and assistance in foreign countries varies because of such factors as the degree of motivation, national pride, political instability and capabilities of the host country.
- Many foreign governments appear to consider "drug abuse" a western phenomena; however, with the proliferation of drug abuse problems in other countries, this attitude appears to be changing especially in Pakistan where the addict population is estimated to be as high as 100,000.
- Some source countries have not been able to establish effective drug control in rural areas due to such obstacles as geography, limited and antiquated communications, and time-distance considerations. Denied access areas such as Iran, Afghanistan, Laos and Northern Burma pose even greater obstacles due to a complete lack of diplomatic dialogue.
- The consequences of traditions, conflicting jurisdictions, and divided provincial and tribal authority preclude effective narcotics control in many countries.
- Illicit drug cultivation provides a significant income, which in many areas is traditional and not easily replaceable.
- International "legal" money transactions are an essential element of the world illicit drug traffic.
- Foreign government drug intelligence collection, production, and dissemination systems, particularly those directly supportive of U.S. drug enforcement efforts, are sometimes ineffective and deficient.

DEA foreign activities focus on the provision of expert advice and authorized investigative, intelligence, and training assistance in those foreign areas deemed most critical to the reduction of drugs destined for the U.S. A natural extension of these programs is DEA encouragement and assistance in the implementation of substantive intergovernmental enforcement cooperation and intelligence exchanges.

Intelligence collection activities overseas are supplemented through the development and implementation of Special Field Intelligence Program (SFIP) operations. The purpose of SFIP operations is to provide funding to exploit highly specialized or unique collection opportunities against a wide variety of intelligence problems in foreign areas. These efforts are largely targeted toward collection of data on all phases of narcotic raw material production; smuggling routes and methods; trafficking and abuse patterns, as well as other matters of collateral interest, such as terrorist or financial matters relating to narcotics activities. This material--reported and disseminated through DEA channels--provides foreign, domestic and headquarters line and management personnel with detailed and accurate information which can be used for investigative as well as planning purposes.

Specifically, DEA has in recent years worked with such countries as Pakistan, Turkey, France, Italy and Mexico to develop the necessary intelligence to move against clandestine conversion laboratories, smuggling organizations, cultivation areas, and the organizations responsible for the trafficking of illicit drugs around the world. Additionally, DEA has maintained the necessary political liaison to influence the legislation process in various host countries in an effort to establish drug laws where none previously existed or were weak. Finally, DEA is making inroads into international financial investigations through the cooperation of host countries and the international banking and financial communities.

The diversion of legitimately-produced controlled substances from international channels has become a problem directly affecting the United States. DEA has responded to the problem by establishing international diversion programs in such cities as Bonn, Germany and Mexico City. As a result of diplomatic initiatives undertaken by DEA with the assistance of the Department of State, foreign countries continue to make significant advances toward curbing the diversion of legally-produced drug substances. For example, all known methamphetamine source countries have either ceased production or severely limited its exportation.

Accomplishments and Workload: DEA initiated an operation to identify methods and countries involved in the laundering of narcotic dollars focusing on the use of legitimate financial institutions as well as underground banking systems to launder drug related money.

Heroin

- DEA intelligence probes in Pakistan, Turkey, and Mexico have pinpointed illicit opiate conversion laboratory locations and identified laboratory owner/operators. These probes have resulted in the seizure of 17 laboratories.
- Successful intelligence probes were also conducted against drug laden vessels in the Mediterranean Sea and to ascertain the drug situation in previously inaccessible areas of Southwest Asia. In 1983, 400 vessels were identified as possible drug transporting ships, 5 were seized and 250 kilograms of heroin and 10 tons of marijuana were confiscated.
- Host government law enforcement authorities are cooperating in investigative and intelligence sharing programs which have led to interdiction and controlled convoy investigations not previously thought possible.
- The targeting of major international trafficking groups for concentrated financial investigations is continuing with increased success. In 1983, Operation Swordfish resulted in 77 indictments, 44 arrests, the seizure of 10 vehicles, \$884,000 cash, \$980,000 in other property; and \$2,300,000 in fines and forfeited bonds.
- DEA is assisting many host countries in the implementation of existing laws and the development of legislation in countries without statutes with regard to the seizure and forfeiture of drug assets. So far Italy, Austria and the Netherlands have enacted drug laws where none previously existed.
- Another intelligence probe to collect information on the movement of opiates across the Pakistan/Indian border has resulted in the seizure of 492 pounds of opium, the identification of a network of Sri Lankan couriers, and a Bombay, India organization which transported multi-kilo quantities of heroin from Pakistan through Bombay and ultimately to Chicago and Dallas.
- A domestic intelligence probe in California has led to the identification of a United States bank used to transfer large amounts of narcotics profits (\$2 million during one 3-month period) to Mexico.
- With intelligence provided by DEA, the Government of Pakistan has undertaken actions in the Tribal Areas of the Northwest Frontier Province which have had significant impact upon the clandestine heroin conversion laboratories in that area.
- The Government of Burma is seeking United States assistance in establishing an opium eradication program modeled after the example of Mexico.
- Southwest Asia continues to pose a drug threat to the United States. Enforcement operations have been enhanced to identify and immobilize smuggling groups which are directly responsible for importing heroin through major ports and cities on the East Coast of the United States and the Gulf of Mexico. As a result, one (1) Turkish organization has been disrupted and three (3) others of varying nationality continue to be under investigation.
- In Southeast Asia, DEA is working closely with the Government of Thailand to control the illicit growth of opium in Thailand and the traffic in opium and heroin from Burma to Northwest Thailand.
- The Government of Thailand has established an effective control program to identify groups which are using the postal system to smuggle heroin to the U.S.

- Enforcement programs in Mexico have been established to identify the primary opiate refinery operators and the wholesale smuggling groups which are transiting narcotics across the land border between Mexico and the United States. Continued pressure will be exerted on the authorities to reinforce their commitment to opium eradication. In 1983, nearly 5,000 acres were eradicated. This represents a 39 percent increase over the 1982 level.
- The DEA Mexico Country Office continues liaison and enforcement cooperation with National Enforcement Authorities in Beirut, Lebanon.
- Lebanon, an important source and transit country for both heroin and hashish, has been until recently without narcotic enforcement since the beginning of hostilities in 1975.
- DEA continues to act as the focal point for cooperation between various foreign police agencies, particularly against laboratories and sources of drug supply in Europe, Southwest Asia, and Southeast Asia.

Cocaine

- Coca crop surveys were conducted in the Llanos region of Colombia and the Lingo Maria region in Peru. As a result of the surveys, 35,000 acres of cultivation were identified in Colombia and 27,000 acres in Peru. Both countries were informed and Peru began eradication.
- Airstrip inventories were produced for Belize, Jamaica and the Llanos of Colombia in support of programs such as Operation Airstop.
- These surveys were well received by Government officials.
- A special report on U.S. International Airport Seizures involving cocaine smuggling by body cavity was produced.
- Narcotic country profiles for Bolivia, Colombia, Jamaica, Mexico and Peru were produced for use by the Attorney General and various members of Congress traveling in Latin America.
- DEA has developed a preliminary organized crime program which targets traditional organized crime elements as well as major Colombian trafficking groups. Linkage between these elements was established during the past year.
- DEA will continue to emphasize the funding of cases against foreign political and quasi-political cocaine sources of supply.
- Particular attention was given to financial investigations and the development of reverse undercover operations which resulted in significant financial seizures, as well as neutralization of major traffickers, and seizures of multi-kilogram quantities of cocaine.
- The implementation of existing legislation to control coca may be enhanced by the Government of Peru's concern that leftist terrorists are using profits from the production of coca to procure arms.
- DEA's efforts to control the production of cocaine HCL in Colombia by limiting the traffickers' availability of ethyl ether and other essential chemicals is now being accelerated by obtaining the cooperation of other foreign sources of supply.
- Cooperation of foreign counterparts in providing Title III information and other intelligence continues to enable increased domestic enforcement activity to be leveled against U.S. based traffickers.
- DEA has disrupted cocaine traffic from Bolivia by indicting the former Interior Minister and sixteen other major trafficking figures. The Minister is now a fugitive in South America and is being sought for extradition to the United States.

Dangerous Drugs

- In May 1984, DEA/FBI an investigation was initiated against a major methamphetamine group located in Indianapolis, Indiana and Rapid City, South Dakota. At the culmination of this investigation, an operational lab was seized in South Dakota and 15 individuals were arrested. Seventy-five pounds of meth were seized and assets totalling \$2,000,000 were forfeited to the Government. All defendants have pled guilty. The primary defendant pled to a COE charge.
- In December 1984, as a result of a joint investigation with the Federal Republic of Germany (FRG), eight defendants were arrested in New Jersey and charged with conspiracy to manufacture methamphetamine. Twenty-nine 55 gallon drums of P-2-P, imported fraudulently from Germany, were seized. The total seizure of P-2-P in this investigation, which was marketed for \$225,000 per drum, was about 10,000 pounds—with a one-to-one conversion ratio for methamphetamine.
- In August 1984, the preliminary phase of "Operation HAWKEYEHEAD" was terminated with 54 people indicted for trafficking in huge quantities of methamphetamine—smuggled into the United States from Germany and Colombia. The organization controlled about 80% of the quantities of methamphetamine—both in powder and tablet form—sold on the illicit market in this country. This undercover operation was responsible for the seizure of 54 tons of methamphetamine and 800 pounds of cocaine. It was a tremendous DEA cooperative effort, involving the FBI, and the governments of nine foreign countries—utilizing a storefront in Germany and a wiretap in Canada. As the development of the conspiracy continues, further asset forfeitures are planned.
- In December 1984, the Atlanta Division seized a major-sized methamphetamine lab at Woodstock, Georgia. Defendants Darryl SMITH and his wife, Denise Potter SMITH, were arrested at the Golden Nugget Casino Hotel, Las Vegas, Nevada; where they had gone for a routine high-roller two-week gambling vacation. The lab could have produced approximately 30-40 million dosage units of speed with the chemicals on hand.

Over 100 pounds of finished product was seized from a mini storage warehouse rented by SMITH. Also seized by DEA was approximately two million dollars of property and exotic cars owned by the SMITH's including a \$100,000 Rolls-Royce.

- In October 1984, DEA served a search warrant at a \$500,000 house on 3 acres of land in Brownsville, Texas and seized a large operational PCP laboratory. Four persons—resident aliens and Mexican nationals—were arrested; one physician, one lawyer, one industrial chemist, and the physician's brother. Seized were 50 pounds of PCP (Schedule I C.S.) and enough precursors to manufacture 305 kilograms of PCP—worth about \$700 million at retail prices.

This PCP laboratory, one of the biggest on record, was utilizing about \$50,000 worth of equipment and glassware—including 24/22 liter flasks, and as an indication of its tremendous volume, 40 garbage cans were being used for the initial chemical reactions.

Intelligence indicates that this organization had previously produced PCP in California and had experimented with various formulas, one of which has resulted in a number of people in California contracting Parkinson's disease. Intelligence has traced this back to this organization which had relocated in Texas. Investigation is being coordinated with the Center for Disease Control (CDC) in Atlanta.

- The Dangerous Drugs Section has targeted various essential precursor chemicals for the manufacturer of illicit drugs, and has established a world-wide voluntary cooperation program of liaison with the basic manufacturers of these chemicals. The chemicals are as follows: Ergotamine Tartrate, LSD; Piperidine, PCP; Anthranilic Acid, Methaqualone; Phenylacetic Acid, Methamphetamine. Preliminary liaison visits to the manufacturers have been very successful.
- The difficult problem involving the disposition/destruction of hazardous chemical encountered in clandestine laboratories has been addressed in depth by OR in an attempt to arrive at a reasonable solution. Currently, negotiations are underway between the Office of Chief Counsel and the State of Maryland regarding the signing of articles of agreement; which will serve as a model for like program in the field divisions.

- Ongoing high-level investigations are proceeding very successfully, and involve several Outlaw Motorcycle Gangs (OMG's) on a nationwide basis. These investigations have been coordinated from the outset with the FBI, and thus far several hundred people have been implicated as defendants.
- The total clandestine lab seizures for 1984 amounted to 208--70% methamphetamine, 20% PCP, and 10% miscellaneous.

Caribbean

- DEA in coordination with the Department of State, completed surveys of Fall, 1983 marijuana crops in Colombia, Belize and the Dominican Republic. An analysis of this data was provided to the U.S. Coast Guard for incorporation into their operational reports.
- A total of 3,070 marijuana fields representing approximately 1,500 acres were destroyed in a joint Government of Belize/Government of Mexico marijuana eradication program. It is believed that this represents 90 percent of the Fall, 1983 marijuana crop in Belize. The Guatemala Country Office was instrumental in initiating this operation. Successful eradication programs have also been conducted in Colombia where 8,500 acres were eradicated and Mexico where nearly 17,000 acres were eradicated.
- A special domestic enforcement operation in California identified offshore corporations, trusts and bank accounts in Hong Kong, Belize and Mexico which were used to launder illegal narcotic proceeds from the sale of multi-ton quantities of Thai sticks. These drug related assets are subject to possible seizure and forfeiture.
- Honduran law enforcement officials are coordinating closely with DEA in the development of information regarding vessel traffic in the Caribbean.
- DEA agents in the Guatemala Country Office are initiating a program for identification of suspect vessels and aircraft utilizing facilities in Belize to transport drugs to the United States.
- The overall effectiveness of drug control programs in Nicaragua and El Salvador continue to be restricted because of the political instability of the area.
- Considerable dialogue between the United States and Colombian Governments in regard to a herbicide marijuana eradication program has resulted in the destruction of 8,500 acres of prime marijuana through calendar year 1984.
- DEA was responsible for researching and developing future strategies for marijuana eradication in foreign countries which have significant source potential for the United States.
- DEA offices in Indonesia and the Philippines are supporting eradication efforts by host governments to decrease the availability of marijuana. In the Philippines, a reported 860,000 plants were eradicated.
- Mexico has traditionally been a producer of commercial grade marijuana, but eradication efforts in non-traditional growing areas have resulted in the seizure of sophisticated farms employing high-tech agricultural techniques to improve yields.
- Hashish seizures in 1983 foreign cooperative efforts were 73.6 metric tons.

Program measures include the following:

Item	1983	1984	Estimates	
			1985	1986
Foreign cooperative cases initiated.....	750	800	800	800
Foreign cooperative arrests.....	1,300	1,072	1,420	1,420
Intelligence reports prepared.....	105	146	140	140
Special Field Intelligence Program Operations (SFIP).....	30	30	53	53
Foreign police officials trained.....	1,487	1,199	1,050	1,000

Activity: Enforcement of Federal Law and Investigations	1985 Appropriation Anticipated			1986 Base			1986 Estimate			Increase/Decrease		
	Pos.	WT	Amount	Pos.	WT	Amount	Pos.	WT	Amount	Pos.	WT	Amount
Subactivity: Diversion Control												
Diversion control.....	507	368	\$20,019	507	488	\$27,756	507	488	\$27,756	...	...	...

Long-Range Goal: Reduce to the maximum extent possible the diversion of legitimately produced controlled substances into illicit channels, at all levels of distribution, and to provide leadership and support to ensure State and local agencies and the pharmaceutical industry establish and maintain programs and policy to control diversion.

Major Objectives:

The overall objective of the Diversion Control program is to prevent legitimately produced controlled substances from being diverted into illicit channels through the following activities:

- To identify and investigate large-scale drug diversion problems, including investigation of G-DEF I and II violators, in specific areas, and participate in joint investigations with other agencies.
- To identify and coordinate diplomatic and operational efforts to eliminate diversion of controlled substances from international commerce.
- To conduct administrative revocation investigations which will result in the revocation, denial, surrender or suspension of a DEA registration.
- To provide training and assistance to the states in violator targeting, investigative techniques, drug control actions, and in specific problem areas.
- To conduct pre-registrant investigations of applicants for DEA registration, conduct unannounced cyclical registrant investigations, and provide for voluntary compliance within the regulated industry.
- To monitor and process import/export transactions and prepare United Nations reports as required by the Single and Psychotropic Conventions.
- To identify substances which are being abused, provide for their listing in the appropriate CSA schedule, and establish production quotas where required.
- To process DEA registration applications and issue order forms for Schedule I and II substances.

Base Program Description: The Diversion Control program addresses the problem of the diversion of controlled substances from the legitimate channels in which they are manufactured, distributed, and dispensed. Drug abuse is one of the great problems facing America today. The high cost of drug abuse can be seen in our homes, schools, and factories. What is not well known is the role of legally produced drugs on the abuse problem. The President's Strategy Council on Drug Abuse reports that over seven million people use prescription drugs (barbiturates, amphetamines, tranquilizers) for nonmedical purposes. Additionally, GAO reports that legal drugs are involved in as much as 70 percent of all drug-related injuries or deaths.

As part of its responsibility to protect the health and general welfare of the American people, the Federal Government must respond to this problem. DEA is responsible for enforcing the provision of the "Controlled Substances Act and Controlled Substances Import/Export Act 21 U.S.C. 801-966 et seq., as they pertain to legitimately-produced controlled substances. Additionally, the Comprehensive Abuse Control Act, which the President signed into law on October 12, 1984, created the Administrative Revocation Program through which DEA may deny an application for registration or revoke or suspend a registration if it is determined that the issuance of such registration would be inconsistent with the public interest. This new authority will allow DEA to impact on the violative registrant population which could not be effectively attacked through existing authorities.

It is estimated that there are approximately 715,000 registrants (manufacturers, distributors, and practitioners) served by the decision unit. In fact, this decision unit serves all American citizens by ensuring that the manufacture of controlled substances does not exceed that amount required for medicinal use and by controlling the distribution of these substances to prevent their diversion into illicit channels.

Accomplishments and Workload: It is estimated that approximately 12,000 practitioners are involved in violative acts. In 1984, O-DEP I and II violators continued to be investigated under the Targeted Registrant Investigations Program (TRIP). Such investigations require sophisticated investigative techniques in order to indict individuals responsible for diverting controlled substances. These investigations are made more complex because they involve legally registered practitioners as well as financiers backed by organized crime elements. The aforementioned groups hire physicians who prepare a constant stream of illegal controlled drug prescriptions. The prescriptions result in millions of controlled substance dosage units being diverted into the illicit market. During 1984, 226 criminal diversion investigations were conducted resulting in the arrest of 165 individuals and 72 "show cause" actions under administrative revocation procedures. Asset removals, criminal fines, and civil penalties from program efforts amounted to \$1,939,500 in 1984.

In 1984, 667 cyclic investigations were performed, resulting in 168 letters of admonition, 48 administrative hearings, and 42 civil prosecutions. Additionally, 1,185 preregistration investigations were performed to ensure that only qualified individuals would be permitted to acquire controlled substances.

The Registration Section processed approximately 628,634 applications submitted by legitimate handlers of controlled substances and issue 320,158 Schedule I and II Order Form Books, as required by the Controlled Substance Act (CSA).

Due to the success of recent investigative initiatives, DEA has effectively eliminated the illegal dispensing of Quaaludes through the so-called "stress clinics." Between 1981 and 1983 the distribution of methaqualone (which is the generic name for Quaaludes) was reduced by 68 percent due to manufacturing quotas imposed by DEA. In 1984 methaqualone is being placed in Schedule I which indicates that the substance has no legitimate medical use. Subsequent to 1984 this drug, which has presented a significant diversion and abuse problem in the last decade, will no longer be legally manufactured in the United States. Additionally, international efforts have essentially curtailed the diversion of foreign-source methaqualone into the United States. The effectiveness of the Office of Diversion Control's international efforts is demonstrated by the following seizure data which reflects the previous magnitude and subsequent decline of methaqualone availability: In 1981, 57 metric tons of methaqualone were seized; during the first seven months of 1984, less than one ton was seized. Through diplomatic initiatives most known foreign sources of methaqualone have been eliminated. Other major accomplishments in the prevention of diversion from international commerce were the European Source Country Conference held in Rome, Italy, and drug diversion seminars held in Brasilia, Brazil, and Caracas, Venezuela. These seminars and conference provided an excellent forum to develop solutions to international diversion matters affecting the United States. Due to increased liaison and a recent seminar presented in Washington, D.C., several major successes have been realized in stemming the flow of Mexican-produced products across the border. Although previous action had been taken by the Mexican government concerning cocaine cough syrups and phentermine products, additional, stronger drug control action concerning fenethylline diversion into the United States became effective subsequent to the seminar. Also, in recognition of the importance and effectiveness of these international diversion activities, two additional Advisors on Compliance and Regulatory Affairs (ACRAs) positions were approved for overseas - one of which has been assigned to Interpol Headquarters, St. Cloud, France, at the specific request of the Interpol Secretariat. The other will be placed in Central or South America.

In 1984, DEA processed 1,841 import/export documents. These documents are carefully monitored to ensure that controlled substances do not enter or exit the United States without prior approval.

The DEA works with trade and professional associations, licensing boards, and professional schools to promote self-regulation and self-policing through a voluntary compliance program. The purpose of the program is to inform registrants of problems and trends causing the diversion of controlled substances and to encourage voluntary corrective action. In 1984, DEA participated in over 30 State and local meetings nationally using DEA experts in the field and 29 portable exhibits in furtherance of the program. Four (4) DEA working committees for industry, pharmacy, drug wholesalers and medicine met and continue to provide the agency with a forum for discussing matters of mutual concern. A preliminary study to determine which states might most benefit from a Federal assistance program to combat drug diversion and abuse has been completed.

DEA conducted a national conference on the control and diversion of controlled substances which was attended by officials from 43 states, Puerto Rico and the District of Columbia, who have the authority to influence and establish controlled drug policy. This was the first such DEA-sponsored conference held since the enactment of the Controlled Substances Act of 1970. The conference provided a forum to share and exchange current information regarding legitimately marketed controlled drugs, explore the issues of drug control and diversion and provide guidance to both Federal and State officials responsible for making policy as it relates to controlled substances.

In response to requests from the Secretary-General of the United Nations, the World Health Organization (WHO) and INTERPOL, reports on the abuse, diversion and the illicit trafficking of 29 stimulants and hallucinogens were prepared. Assistance was also provided to WHO in hosting an international conference of experts who reviewed the guidelines for the exemption of pharmaceutical preparations under the Psychotropic Convention. Data concerning formulations covering more than 600 U.S. products was submitted for WHO review under these guidelines. Domestically, alfentanil, a potent narcotic, was placed in Schedule I and sufentanil, also a narcotic, was moved from Schedule I to Schedule II after it was approved for marketing by the Food and Drug Administration. As a consequence of their inclusion in the Psychotropic Convention, 21 benzodiazepines (Valium-like drugs) were proposed for placement in Schedule IV. The hallucinogen 3, 4-methylenedioxymeth-amphetamine (MDMA) was proposed for Schedule I control. Other Scheduling actions in 1984 included the review of 104 products for status as exempt chemical preparations. Seventeen products were reviewed for status as exempt prescription drugs. Federal legislation concerning look-alike drug products was drafted and submitted to Congress. Administrative hearings were held related to the proposed transfer of buprenorphine to Schedule V.

In 1984, 911 quota requests for Schedule I and II drugs were processed. A number of resolutions and position papers were drafted for use by the U.S. delegation to the U.N. Commission on Narcotic Drugs, and the information required for the U.N. Multilingual Dictionary was compiled. Nine statistical and two drug information reports were submitted to the U.N. as required by treaty obligations.

The APOCS and DADS information systems successfully provided investigative leads and excessive purchase profiles utilized by both "TRIP" and State agencies to identify individuals and firms involved in drug diversion. DEA anticipates a 50% increase in the output of these information systems due to additional resources provided in the 1985 appropriation.

Program measures include the following:

Item	1983	1984	Estimates	
			1985	1986
Cyclic investigations conducted.....	736	667	750	750
Compliant investigations conducted.....	320	226	320	400
Pre-registrant investigations conducted.....	1,253	1,885	1,253	1,253
Administrative revocation investigations.....	...	...	50	700
Import/export documents processed.....	1,910	1,841	1,875	1,850
Foreign regulatory programs.....	3	3	5	5
APOCSS profiles prepared.....	163	325	435	1,050
Scheduling actions completed.....	15	23	12	15
Quotas established.....	850	911	900	900
Registration applications processed.....	708,673	682,634	715,000	715,000
Order forms books issued.....	321,520	320,158	322,000	322,000

Activity: Enforcement of Federal Law and Investigations	1985 Appropriation			1986 Base			1986 Estimate			Increase/Decrease		
	Perm. Pos.	WT	Amount	Perm. Pos.	WT	Amount	Perm. Pos.	WT	Amount	Perm. Pos.	WT	Amount
Subactivity: State and Local Assistance												
State and local training.....	25	24	\$1,912	25	24	\$1,982	25	24	\$1,982	...	...	...

Long-Range Goal: Expand significantly and economically the personnel resources available nationwide at all levels of government, for the control of drug abuse and trafficking. The training programs are consistent with 21 U.S.C. 812 (Comprehensive Drug Abuse Prevention and Control Act of 1970, 21 U.S.C. 801-966) and Executive Order 11641 of 1972, as amended by the President's Reorganization Plan No. 2 of 1973.

Major Objectives:

Provide training in basic, advanced, and specialized drug law investigation techniques and methodologies to State, local, military, and other Federal officers and chemists.

Provide training in management and supervision of drug investigative units for State, local, military, and other Federal professionals.

Provide information, publications, films, and other materials and displays on controlled substances, drug abuse and its problems to the public, community leaders, criminal justice agencies and associations, CSA registrants, educational and health professionals, and professional sport groups.

Base Program Description. The purpose of the State and Local Training program is to expand DEA's enforcement and drug abuse suppression efforts by increasing the cooperation between law enforcement agencies at all levels of government in the United States and convey changes in national priorities and strategies to all levels of drug law enforcement; develop required training programs and determine resource requirements to provide increased skills to Federal, State and local policy agencies and military offices; and utilize all available resources where appropriate to gain the benefits from greater expertise and prevent duplication of effort.

DEA has primary responsibility for developing a national drug abuse control strategy. The enforcement, drug supply suppression, and prevention programs must be adequately communicated to State, local, military, and other Federal officials if DEA's national strategy is to have full impact.

National manpower being brought to bear against the illicit drug traffic is increased and made more efficient if State, local, military, and other Federal law enforcement agencies can be sufficiently trained or brought up to date in the skills peculiar to drug law enforcement and suppression. This approach also frees Federal resources for concentration on high-level national and international drug trafficking organizations.

Changing strategies, like the increasing emphasis on the financial aspects of drug enforcement, require an intensified effort through an increase in specialized training programs so that new techniques can continue to be conveyed to these non-DEA participants to provide; more effective means of controlling the drug abuse problem.

With the exception of the Forensic Chemist Seminars, those State and local training programs previously conducted at DEA Headquarters are now conducted at the Federal Law Enforcement Training Center (FLETC), Glynco, Georgia. These programs and those conducted throughout the United States provide a variety of basic, advanced, specialized, management, leadership, and methods of instructional training. (The Forensic Chemist Seminars remain in Washington, D.C., because there is no laboratory at FLETC.) The general public and community leaders are reached through publications, displays, and conferences concerning the awareness and prevention of drug abuse.

Accomplishments and Workload: DEA is constantly shifting emphasis in training programs based on changing trends in the illicit trafficking of narcotics and dangerous drugs. There is a continuing demand for advanced and specialized skills training such as conspiracy, financial investigation, asset removal, clandestine laboratory investigations, and diversion control.

As a result of the FBI being given concurrent jurisdiction in drug investigations, DEA developed and implemented a two-week Narcotic Specialization training program for selected FBI agents as well as a three-day orientation program for all FBI agents. During 1982 and 1983, 7,804 FBI agents had attended DEA's orientation program. The Narcotic Specialization training started in 1982 and continued in 1983 with six two-week classes in which 249 were trained. In 1984, four schools were conducted and 137 FBI agents received specialization training.

A new drug training program has been established for all officials attending the FBI Academy in Quantico, Virginia, as well as a twenty-hour time block of instruction on drug law enforcement for all entry-level agent classes conducted at Quantico.

There was a 40 percent increase in State and local training conducted in the field divisions during 1983. Approximately 500 officers received specialized training under the auspices of the Marijuana Eradication program. This new initiative was continued in 1984. Due to the extremely heavy demands placed on the DEA training staff to provide entry-level agent training in 1983 and the resultant physical limitations on classrooms and dormitory availability, there was a reduction in the eight-week academy and supervisory officers schools conducted in 1983. In 1984, the reduced level was continued due to FLETC-imposed constraints. Two eight-week Drug Enforcement Officers Academy and one Supervisory DEO Seminar are scheduled for 1985. This will double the student enrollment as compared to 1983 and 1984.

Training in the development and conduct of narcotics specialization and in narcotics unit management provides a multiplier effect through which DEA is ensuring that its training and expertise are passed on to even larger numbers of officers. Over 90 percent of graduates of the Drug Enforcement Officers Academy (DEOA) report that they utilize their DEA training in training other law enforcement and community personnel. The 1984 DEOA Alumni Association Conference was attended by 110 state and local officials who had attended DEA's eight-week academy. DEA also hosted the annual conference of the International Association for Chiefs of Police (IACP) at which 120 officials were in attendance.

The American Council on Education awards 17 semester hours of undergraduate credit to participants who successfully complete the eight-week Drug Enforcement Officers Academy and four semester hours of undergraduate credit for the two-week Basic Drug Law Enforcement School.

Program measures include the following:

Item	1983	1984	Estimates	
			1985	1986
State and Local Officials Trained:				
Training program conducted in Glynco/Washington.....	317	271	353	\$358
Training program conducted by Divisions.....	5,743	5,876	6,400	6,400
FBI Special Agents Trained:				
Narcotics Specialization Training (Glynco).....	249	145	150	150
Narcotics Orientation Training (Quantico).....	850	800	500	500
Total.....	7,159	7,092	7,403	7,408

Activity: Enforcement Federal Law and Investigations	1985 Appropriation Anticipated			1986 Base			1986 Estimate			Increase/Decrease		
	Perm. Pos.	NY	Amount	Perm. Pos.	NY	Amount	Perm. Pos.	NY	Amount	Perm. Pos.	NY	Amount
Subactivity: State and Local Assistance												
State and local laboratory services.....	23	23	\$1,509	23	23	\$1,505	23	23	\$1,505	...	...	...

Long-Range Goal: Provide support to State and local law enforcement agencies through supplemental laboratory analysis of drug evidence meeting applicable State Speedy Trial Act provisions and through provision of technical assistance to aid and encourage other State and local agencies in achieving forensic analytical self-sufficiency.

Major Objectives:

To assist State and local laboratories to achieve self-sufficiency through the following:

- Publication of technical information and participation in national and local forensic science meetings;
- Provision of training in forensic drug analytical techniques; and
- Support to programs that assist in enhancing State and local laboratory capabilities "participation in American Society of Crime Laboratory Directors, American Academy of Forensic Sciences and regional professional associations";

To provide quantitative and qualitative analysis of drug evidence for those agencies that do not have laboratories and on difficult and complex exhibits requiring highly-specialized examinations for those agencies that do not have the necessary expertise or instrumentation.

To provide expert testimony in court relative to analytical findings for prosecutive purposes.

To provide analytical drug reference standards where there is no commercial source.

To conduct ballistics examinations of tablets and capsules to identify common origins of clandestinely-produced dosage units and to identify illicitly-manufactured dosage units diverted to the illicit market.

Base Program Description: This decision unit addresses the problem of support to State and local law enforcement agencies by providing supplemental laboratory analysis of drug evidence meeting applicable State Speedy Trial Act provisions and through provision of technical assistance to aid and encourage other State and local agencies in achieving forensic analytical self-sufficiency.

The State and Local Laboratory Services program is responsible for: providing to State and local agencies technical assistance, which is beyond the expertise of the forensic laboratory servicing the agency; and helping State and local forensic laboratories achieve self-sufficiency in the analysis of drug evidence for criminal investigations and prosecutions.

This program includes seeking means to upgrade the analytical capabilities of State and local laboratories. When State and local agencies cannot provide laboratory services or need technical assistance in the development of prosecutive presentations and cross-examination of defense expert witnesses, DEA offers assistance. The major component is the analysis of drug evidence for duly constituted State, county,

and municipal law enforcement agencies, assuring that cases developed will not be dismissed for want of competent laboratory support. This program, in conjunction with other assistance programs, will help focus State and local law enforcement attention on the appropriate response to the drug problem.

DEA assists other agencies in achieving forensic analytical self-sufficiency by conducting training in drug analytical techniques; publishing and distributing the scientific newsletter Microgram; providing intelligence and technical information to the forensic community; publishing technical information in scientific journals; participating in national and local forensic meetings; and providing analytical drug reference standards. The program mission, under DEA-Reorganization Plan No. 2 of 1973 and 21 U.S.C. 872 and 873, is to conduct training programs for State and local forensic chemists and to provide laboratory support for State and local law enforcement agencies including analysis of drug evidence and expert testimony in State prosecutive cases.

This program analyzes drug exhibits in a timely manner to assist in complying with State Speedy Trial provisions in support of prosecutions, provides expert testimony, and conducts highly-specialized ballistics analysis of tablets and capsules to identify common origins of licit and illicitly-produced dosage units diverted to the illicit market. Expertise in the ballistics examination of drug dosage units rests solely with DEA.

DEA renders forensic analytical support to the Metropolitan Police Department, Washington, D.C. "MPDC". More than three-fourths of the drug exhibits DEA analyzes for other agencies are submitted by the MPDC, which is completely dependent on DEA for forensic drug analysis. Related to this analytical commitment is the resultant need to offer expert witness testimony in the D.C. Superior Court.

In general, other evidence analyzed within the State and local program which is of an unusual or difficult nature is analyzed by the DEA laboratory system as an aid to State and local forensic laboratories less capable of performing such analyses.

Accomplishments and Workload: In support of other agency drug investigations during 1984, DEA laboratories analyzed 9,154 exhibits of evidence, testified in 116 trials, conducted 111 ballistics examinations, published 12 issues of Microgram, and conducted 4 State and local chemist seminars to train over 65 chemists. Additionally, DEA actively participates in regional, national, and international forensic science organizations by holding officer positions, participating on committees, and presenting scientific papers.

The success of this program in assisting self-sufficiency of State and local agencies can be partially measured in the reduction of evidence analyses from almost 16,000 in 1975 and 1976 to just over 9,500 in 1979 and 1980. In 1981 there were 8,589 and in 1982 there were 8,431 evidence analyses conducted for this program. In 1983, further reductions in State and local evidence analyses were anticipated, however, due to an influx of evidence submissions from the MPDC, Washington, D.C., the total number of analyses for State and local agencies was 8,253 and 9,154 in 1984. Approximately 80 percent of the workload is generated by the MPDC, Washington, D.C., which does not have its own laboratory and relies totally on DEA. The remaining 20 percent is submitted by the 50 States and numerous local law enforcement agencies.

Program measures include the following:

Item	1983	1984	Estimates	
			1985	1986
Drug exhibit analyses.....	8,253	9,154	7,000	7,000
Ballistics examinations.....	192	111	150	150
Issues of <u>Microgram</u>	12	12	12	12
Training conducted "seminars".....	4	4	4	4
Court appearances.....	181	125	150	150
Evidence backlog.....	220	236	1,236	2,236

Activity: Enforcement of Federal Law and Investigations	1985 Appropriation Anticipated			1986 Base			1986 Estimate			Increase/Decrease		
	Ferm. Pos.	WT	Amount	Ferm. Pos.	WT	Amount	Ferm. Pos.	WT	Amount	Ferm. Pos.	WT	Amount
Subactivity: State and local Assistance												
Federal/State and local task forces..	122	119	\$13,457	122	119	\$13,671	122	119	\$13,671	...	...	...

Long-Range Goal: To complement the Federal drug enforcement effort by increasing the effectiveness of Federal/State and local drug enforcement activities aimed towards reduction of all levels of illicit drug trafficking and associated violent crime.

Major Objectives:

- To disrupt the illicit drug traffic in specified geographic areas by immobilizing targeted violators, trafficking organizations, and associated violent crime.
- To increase the effectiveness of participating agencies by providing extended on-the-job training to assigned officers and exposing them to the benefits of selective targeting.
- To improve operational interaction among all agencies participating in the task forces.
- To encourage participating agencies to establish investigative priorities which emphasize those drugs posing the greatest danger to society in accordance with local needs and problems.
- To increase the effectiveness of drug law enforcement agencies in the local areas which are not participating in the task force, by providing direct assistance, intelligence information and other support.
- To provide for the development and maximum use of intelligence information through enhanced coordination.
- To increase the participation of experienced State and local officials in the national drug enforcement effort and thus maximize the use of Federal resources devoted to the drug problem.
- To continue to provide sophisticated specialized training to State and local officers who have formerly participated in DEA training programs.
- To promote the enactment, by individual state legislatures, of model statutes related to drug trafficking, drug abuse prevention and financial proceeds derived from the drug traffic.
- To identify, develop and catalog new and innovative programs and approaches which can be used to solve State and local drug problems, i.e., become a clearinghouse for proven Federal or State programs.

To formalize informal unfunded task forces and thereby increase the number of DEA formal State and local task forces throughout the country.

To enhance Headquarters direction and support to the program and ensure compliance with common standards and policies.

Base Program Description: The DEA/State and Local Task Force program unites DEA agents and State and local police officers into cohesive drug enforcement units in selected geographic areas to provide: increased emphasis on drug enforcement, inter-departmental and interagency drug investigative cooperation, continuous intelligence exchange, and mitigation of violent crime. As a result of the expanded DEA/FBI coordination of drug enforcement efforts, FBI resources will be available to State and local task forces to fulfill special enforcement and intelligence requirements.

DEA/State and local drug enforcement is an essential element of the national drug strategy for the following reasons:

- State and local police, due to their large aggregate numbers, can add significantly to the absolute number of personnel in the field involved in an integrated effort against illicit drug traffic and violent crime.
- State and local police are widely dispersed throughout the nation and therefore can provide full geographic drug enforcement coverage.
- State and local enforcement efforts can disrupt the retail illicit drug market, maintain pressure on drug dealers, and increase the cost of their illicit drug operations, thereby discouraging experimental drug users from progressing to chronic abuse.
- State/local drug enforcement and Federal enforcement programs both develop investigatory leads, informants, and intelligence which are of mutual benefit, thus strengthening the drug enforcement efforts of both programs.

Currently, DEA State and local task forces are fully operational in 26 metropolitan areas: New York, Long Island, Buffalo, Newark, Philadelphia, Washington, D.C., Orlando, Chicago, Minneapolis, Denver, St. Louis, Lubbock, Phoenix, Portland (Maine), Los Angeles, San Diego, San Jose, Guam, New Orleans, Honolulu, San Juan (P.R.), Burlington, Baltimore, Reno, and Louisville.

The Task Force program has proven itself an effective complement to the Federal drug enforcement effort by increasing the effectiveness of State and local drug enforcement activities aimed toward disruption of all levels of illicit drug trafficking. As part of a comprehensive national and international drug effort by Federal elements and their State, local, and foreign counterparts, the Task Force program plays a critical role by attacking the mid-level violator, the link between the supplier and consumer. With disruption or removal of this link, the cycle of drug production and consumption—supply and demand—would be significantly impeded. Moreover, the Task Force program provides DEA access to the lower levels of the trafficking spectrum, where investigations of new or unknown trafficking organizations are generally initiated, without a major investment of Federal resources.

Accomplishments and Workload: This program has contributed significantly to the attainment of DEA's mission to disrupt and immobilize major and mid-level drug trafficking organizations. Viewed from several standards, the program has met or exceeded the original expectations of the task force concept. Some of the major Task Force program accomplishments are delineated as follows:

- Arrested over 14,500 drug violators in the past 5 years (1980-1984).
- Directed 585,000 State and local police officer investigative workhours per year to Federal narcotics enforcement efforts (approximately 390 workyears).
- Seized in cooperative operations over 48 million dollars of drug related assets in task force cases during 1982-1984.
- Maintained an overall conviction rate that matches DEA-initiated investigations (97-98%).
- Over 60% of task force investigative hours were targeted on Class I and II investigations.
- Heroin seizures were at 20 kilograms for 1984 as compared to 16 kilograms seized in 1983.
- Cocaine seizures were at 3,956 kilograms for 1984 as compared to 2,241 kilograms in 1983.
- Approximately 30% of task force arrests resulted from Class I and II investigations.
- Accounted for approximately 20 percent of the agency's 1983-1984 total arrests, with only 104 DEA special agents assigned to the program (less than 6 percent of the total Federal and domestic special agent strength).
- Compiled an average arrest cost (FE/PI and operating funds) in recent years of approximately \$5,000 for task force cases, compared to \$9,000 in other DEA cases.

Aside from the statistical achievements, a DEA study team in 1982-1983 reported that in the task force cities visited there was almost unanimous approval of the Task Force program. State and local police departments, prosecutors, and DEA field management were extremely supportive of both the need for the program and also the record of its accomplishments. Communication and cooperation with State and local police agencies is certainly open and functioning well in most task force cities. While more difficult to measure, most task force participants believe the exchange of information and intelligence between State and local and Federal agencies has been significantly enhanced. The increased exchange of information has established a base allowing task forces to move into Federal level investigations. A key factor to increasing DEA's overall mission effectiveness is the strengthened working relationships with our State and local counterparts. These bonds appear to yield lasting benefits for the overall drug enforcement program.

To illustrate the scope and level of cooperative Task Force cases, synopses of three major investigations, which culminated in 1983, follow:

A major criminal organization was disrupted by the Orlando DEA State and Local Task Force with the arrest of 12 individuals charging 18 U.S.C. 1961-1968 (Racketeer influenced and corrupt organizations). The investigation revealed this organization imported from 60,000 - 80,000 pounds of marijuana per month into Florida, Texas, and Louisiana from Colombia. Robert Govern was sentenced to 45 years incarceration. Seized from Govern were three homes in Orlando, West Palm Beach, and Ft. Lauderdale and an Orlando apartment complex, all valued at \$5,300,000. In addition, taxes in the amount of \$13,300,000 were levied on proceeds of Govern's drug operation.

On December 15, 1983, the New York Drug Enforcement Task Force, with assistance from the Long Island Task Force and U.S. Customs, stopped two vehicles on the Long Island Expressway. Three defendants were arrested and 1,629 pounds of cocaine were seized. The value of the drugs was in excess of \$160 million (retail level) and is the largest seizure of drugs with defendants ever made in the United States. On December 16, 1983, U.S. District Court Judge Platt held the three in lieu of \$20 million cash bail.

A Detroit Task Force investigation combined the Detroit DEA Task Force, Detroit Police Department and the IRS (1980-1984). Phase I was initiated in December 1980, when the investigation yielded the intelligence that an organization, who called themselves Young Boys Inc., was utilizing children as young as 11 years of age to sell heroin. The organization's rationale for utilizing children was that they were inconspicuous and could not be prosecuted. The first of two Federal warrants resulted in the seizure of \$750,000 in currency, the majority of which was \$10, \$5, and \$1 denominations. Street sales averaged a small \$11 per sale. Utilization of Title III wire intercepts led to another money cache of \$633,000, again in small bills. Phase I of this investigation culminated with the arrest of 41 defendants, all of whom, with the exception of one fugitive and juvenile were convicted. Properties were seized along with 14 luxury vehicles (Corvettes, Cadillac, 1986's, and a Delorean).

As a result of information developed by the New York Task Force, Miami DEA/Customs seized 2,000 pounds of cocaine in June 1984, and arrested several international traffickers. Retail value of the cocaine in New York would have been \$20 million. This investigation is continuing.

During 1984, the Washington, D.C. Field Division, State and local task force seized 8 clandestine laboratories and arrested a total of 171 defendants. These type of seizures stop drug traffic at its source.

The Chicago State and Local Task Force infiltrated a criminal organization known as the Hill Billy Mafia. As a result of the investigation, 43 narcotic exhibits, 259 non-narcotic exhibits, including 34 weapons were seized. The principal defendant Paul Baker was arrested in the northern district of Illinois. He subsequently fled to Kentucky where on Palm Sunday a plot to rob a U. S. Post Office by this group was thwarted by DEA, ATF and U. S. Postal Inspectors. Twenty arrests have been achieved so far, more are anticipated.

As a further indication of increased task force participation in major drug cases, the record of Task Force activity in Title III intercepts and FBI cooperative cases is revealing. In 1982, the Task Forces initiated or cooperated in 15 Title III operations; while, in 1983, this number increased to 21; however, in 1984, this number declined somewhat to 16.

Program measures include the following:

Item	1983	1984	Estimates	
			1985	1986
New investigations initiated.....	2,440	1,400	1,500	1,500
Aviation missions requested.....	2,554	2,476	2,600	2,600
DEA investigative workhours by Class of Case:				
Class I.....	96,492	90,780	98,000	98,000
Class II.....	26,711	17,543	19,000	19,000
Class III.....	70,041	56,353	61,000	61,000
Class IV.....	7,516	7,633	8,000	8,000
Totals.....	200,760	172,309	186,000	186,000
Drug related asset seizures (\$ in thousands).....	\$27,440	\$49,703	\$37,000	\$37,000
Conviction rate (Federal courts).....	97%	97%	97%	97%
Conviction rate (State courts).....	97%	98%	98%	98%

Activity: Enforcement of Federal Law and Investigations	1985 Appropriation Anticipated			1986 Base			1986 Estimate			Increase/Decrease		
	Pos.	WY	Amount	Pos.	WY	Amount	Pos.	WY	Amount	Pos.	WY	Amount
Subactivity: Intelligence												
Intelligence.....	334	315	\$17,199	334	321	\$17,324	334	321	\$17,324	...	...	...

Long-Range Goal: To develop and maintain a national and international drug intelligence system that provides a wide range of tactical, operational, and strategic products and services required by DEA and other Federal, State, and local agencies for use in policy development, planning, and enforcement operations, to promote the most effective utilization of resources against national and international narcotics trafficking systems.

Major Objectives:

To support DEA law enforcement activities by providing tactical and operational intelligence products and services on drug traffickers, their trafficking organizations and related financial assets.

To provide intelligence support to Federal, State and local law enforcement organizations by means of the interagency resources at the El Paso Intelligence Center (EPIC).

To exchange intelligence information with enforcement counterparts and cooperating agencies worldwide in order to provide optimum support to international drug enforcement operations.

To collect, produce and disseminate strategic intelligence that provides government managers at all levels with the information needed to apply resources efficiently and effectively.

Base Program Description: This decision unit addresses the problem of providing a vigorous intelligence capability for anti-narcotics law enforcement purposes. Narcotics trafficking is now widely recognized as a major international problem. The production, processing and smuggling of narcotic raw materials from source countries, the smuggling and trafficking through numerous transit countries, and finally the marketing and abuse in victim countries are complex criminal activities that result in multidimensional problems for foreign, Federal, State and local law enforcement agencies. To combat this complex situation, governments worldwide have engaged specialized narcotics law enforcement agencies to attack local, area and national narcotics problems. In many instances, governments have also engaged in high-impact multilateral enforcement efforts targeted against regional and international narcotics problems. These efforts have taken a wide variety of forms--from direct enforcement action against traffickers and their operations, to enacting special anti-narcotics legislation and participation in major international treaties and agreements.

One significant outgrowth of these approaches has been the development of an intelligence capability for law enforcement purposes. Prior to DEA, intelligence efforts in this area were diffused and sporadic. Subsequent to the establishment of this program, intelligence became systematically used in a variety of roles, principally to describe the scope and dimensions of a particular situation or set of problems, to identify potential solutions (including both vulnerabilities and opportunities); and to support diplomatic, enforcement and prosecutory action.

DEA's Intelligence program continues to provide these services through its various program activities. Through the development of strategic intelligence, this program provides senior managers with the essential background information required to make realistic threat assessments and critical resource allocation decisions. The Intelligence program also provides daily support and assistance to the full range of DEA enforcement activities, including intelligence liaison and exchange with cooperative counterpart enforcement agencies worldwide.

The principal statutory basis for this decision unit is found in Reorganization Plan No. 2 of 1973, which established both DEA and a mandate to develop and maintain a National Narcotic Intelligence System. Other relevant statutes include Executive Order No. 11727, the Attorney General's Order No. 520-73 and Section 503(a) (4) of the Controlled Substances Act (CSA), which directs the Attorney General to "maintain in the Department of Justice a unit which will accept, catalog, file, and otherwise utilize information and statistics, and make such information available for Federal, State and local law enforcement purposes." In addition, the Department of Defense Authorization Act of 1982, P.L. 97-86, contained amendments to the posse Comitatus Act (18 U.S.C. 1385), which liberalized the role DOD elements can play in supporting civilian law enforcement activities. While not a statutory basis for this decision unit, the amended posse Comitatus Act has had an important impact on DEA intelligence activities.

Intelligence program resources have been allocated organizationally to concentrate resources at the most critical support points, principally DEA domestic operations. This decision unit provides support products and services to DEA foreign operations as well, reflecting the multilateral nature of contemporary narcotics law enforcement. Beyond these applications, the Intelligence program is branching into new areas of intelligence and law enforcement interest, among them, financial investigations, communications analysis and selected areas of national security affairs, such as weapons trafficking and international terrorism related to drug trafficking.

The utilization of an intelligence capability for narcotics law enforcement purposes continues to evolve and mature; Intelligence program support duties and responsibilities have widened and diversified along with DEA mission goals and objectives. This decision unit is structured to respond in a timely and flexible manner to requirements and priorities in furtherance of DEA's efforts against trafficking operations worldwide.

Accomplishments and Workload: The TACTICAL/OPERATIONAL INTELLIGENCE program provided support to investigations directed against the highest levels of traffickers, their organizations and related financial assets. Support was also provided to the Organized Crime Drug Enforcement Task Force, the National Narcotics Border Interdiction System, and the President's Commission on Organized Crime. Examples of major accomplishments in this program follow:

- Provided analytical support and assistance to the Bogota Country Office in translating and analyzing a myriad of documents seized with 8.5 metric tons of cocaine at a cocaine processing laboratory complex in Transuplandia, Colombia. This intelligence support provided links to other significant ongoing drug investigations.
- Provided continued support for SED PIPELINE. Now consisting of data from over 70 cocaine and money seizures by the New Mexico State Police, PIPELINE continues to provide valuable insight into traffickers operating between Florida and the West Coast. Because of the PIPELINE success in New Mexico, DEA, including OI and the NMSFP continue to hold seminars with other state and local police in order to establish similar programs in other states.
- The cocaine packaging program remained active and continued to surface otherwise overlooked valuable investigative leads. For instance, through the application of this program, one investigation in Los Angeles was connected to over 140 other cases involving the seizure of over 45,000 pounds of cocaine; and was the cause of the initiation of a special enforcement operation which was given the highest priority and targeted the highest echelon of Colombian cocaine traffickers.
- Provided analytical support to several related cases involving the traffic in heroin from Lebanon and its distribution by an organized group of Lebanese nationals in several cities throughout the United States. Close to 15 kilograms of heroin have been seized, the U.S. distribution network dismantled and the sources of supply in Lebanon have been identified.
- Played a lead role in identifying a major Pakistani heroin distribution network in the United States, which has resulted in the dismantling of the network through the arrests of 15 of its members and seizures of close to 20. The returned indictment was the first Continuing Criminal Enterprise (CCE) in the state of Nevada.
- Implemented a system for automating the transfer of pen register telephone numbers into computers for analytical exploitation. This system has saved many workhours that would normally have been spent by intelligence analysts using manual input procedures.
- Continued to monitor, analyze and disseminate intelligence on drug-related terrorist activities worldwide. Exchanges of this intelligence and interaction with other Federal representatives increases.
- Played a lead role in developing, analyzing and distributing intelligence on drug trafficking activities of traditional organized crime elements in the United States, Canada, Europe and South America. Based on file research, analysis of tollie events and modus operandi, extensive knowledge of organized crime involvement in the drug traffic and debriefing of cooperating individuals, contributed significantly to identifying and locating additional violators who were subsequently arrested.
- Because of terrorist threats to DEA in Colombia, established a weekly report on Colombia which focuses on the important issues which concern the safety of DEA agents and which could impact DEA operations.
- Provided technical and intelligence support to bring the Precursor Chemical Information System (PCIS) on line in the NADES/204 system. PCIS is an automated program to process the extensive information concerning the sales/purchase of precursor chemicals.
- Provided extensive analytical support, participated in conferences, conducted briefings, and informant debriefings in support of several active outlaw motorcycle gang investigations.
- Provided the personnel to conduct an in-depth study of illicit international financial systems used to facilitate worldwide narcotics trafficking. This ambitious effort is aimed at not only describing more accurately the magnitude of the international movement of narcotics-related assets, but also ascertaining the long-range economic ramifications of this trade. Established program to monitor and disrupt the flow of trafficker funds. Developed program to educate the U.S. financial community and foreign governments, regarding traffickers' transfer of illicit funds.

The EL PASO INTELLIGENCE CENTER (EPIC) has continued to provide an intelligence clearinghouse for drug enforcement information and a unique form of continuous intelligence support to consumers at the Federal, State and local levels. Notable accomplishments include the following:

- There were 282,757 transactions last year. In addition, EPIC lookouts were instrumental in seizures during 1984 of 15,333 grams of heroin; 36,871 pounds of cocaine; 2,525 pounds of marijuana; 122 pounds of hashish; 55 kilograms of hashish oil; 85 aircraft, and 176 vessels.

- Interagency cooperation facilitated by EPIC increased during 1983-1984 with the States of Montana, Vermont, and Pennsylvania joining into the cooperative agreement. The following Federal agencies are currently EPIC participants: DEA, INS, U.S. Coast Guard, U.S. Customs Service, BATF, FAA, U.S. Marshals Service, IRS, and the FBI. FBI participation at EPIC continues to expand. During 1983, FBI use of the EPIC data base increased 76% over 1982. Other segments of the Federal Government such as the Department of State, the Intelligence Community, and especially the Department of Defense, work closely with EPIC. The number of states that have signed cooperative agreements with EPIC now totals 50.
- EPIC has provided 24-hour-a-day intelligence support and coverage to several prominent enforcement activities over the past year, particularly the Caribbean-based interdiction operations as well as the Organized Crime Drug Enforcement Task Forces and the National Narcotic Border Interdiction System. Many seizures and arrests were made.
- In an example of EPIC's contributions to numerous major investigations, 13.8 tons of cocaine was seized in the jungle of Southern Colombia in March 1984.

The STRATEGIC INTELLIGENCE program provided geographic expertise, assessments, estimates and warnings on drug availability, production, trafficking and trends, to foreign, Federal, State and local authorities. Examples appear below:

- DEA Strategic Intelligence (OIS) publications and recurring reports provide a wide range of Federal, State and local government consumers with timely, thorough accurate coverage of the turbulent underworld of narcotics trafficking. The primary recurring reports, (the MONTHLY DIGEST OF DRUG INTELLIGENCE and the QUARTERLY INTELLIGENCE TRENDS) are global in outlook and approach, with incisive analysis and reporting of the most significant recent developments in the worldwide narcotics traffic. The Intelligence program is also responsible for publication of the annual NARCOTICS INTELLIGENCE ESTIMATE (NIE), NATIONAL NARCOTICS INTELLIGENCE CONSUMERS COMMITTEE compendium of worldwide production, smuggling and trafficking trends and projections. During the past year, significant management improvements were made in streamlining the interagency coordination process, assuring shorter turn-around times for future editions.
- OIS participated in the collection, analysis and publication of illicit drug abuse and trafficking intelligence for approximately 20 metropolitan areas in the United States. This intelligence and data was collected by DEA sources, through seminars conducted by the National Institute on Drug Abuse, and through a DEA-funded contract with drug abuse researchers in key metropolitan areas.
- OIS conducted a program in selected cities to obtain heroin "street" samples to monitor retail availability and purity, on the presumptive foreign origins of heroin through forensic analysis.
- OIS conducted an extensive survey, and published conclusions, regarding the character and extent of domestic marijuana cultivation in over 30 key states.
- OIS evaluated and disseminated data and analyses of the trends, character and technical sophistication of clandestine dangerous drug laboratories operating in the United States.
- OIS produced a 135-page WORLDWIDE NARCOTICS THREAT ASSESSMENT, to include 22 special maps and a like number of tables, the first such document of its kind, in direct response to a request from the Office of the Vice-President to provide specifics on the quantities, types, conveyances, NO's routes, etc., used by the international trafficking community to introduce drugs into the United States. This document became the foundation upon which major, multi-agency planning documents and selected operations have been developed. Over 60 copies were sent to members of Congress with other copies being issued to various agencies with a narcotics interest.
- OIS elements provided the initial background research, area expertise and intelligence coordination with non-DEA agencies, all of which were instrumental in assisting DEA field and headquarters operational elements to effect a 10 metric ton cocaine HCl seizure in Colombia, the largest such operation of its kind. The Strategic Section then provided follow-up analysis of the impact of this event and similar operations on the international cocaine market.
- Last year, an OIS-managed Special Field Intelligence Program for Mexico provided significant intelligence regarding illicit opium poppy and cannabis cultivation and trafficking trends in the key country. Assets supported by the program were instrumental in pinpointing the major new concentration of cannabis cultivation and processing activity in close proximity to the United States border resulting in the timely eradication and seizure of 1,900 to 2,400 metric tons of marijuana, the single largest marijuana bust in history and enough to supply about 15 percent of the entire United States market.
- OIS intelligence gathering efforts implement throughout Africa and subsequent analysis provided the first synoptic overview of the emerging use of this continent as a significant staging area for trafficking illicit narcotics to Western Europe and North America. This effort included a study which identified the need for additional enforcement resources in Africa. This study served as the basis for DEA's decision to open a new field office in West Africa.
- Intelligence analysis resulted in the OIS publication of a comprehensive study outlining illicit drug traffic from the Mid-east to and through Bulgaria. This study was used as the basis for significant initiatives made both by the Congress and Federal law enforcement organizations aimed at eliminating this threat.

Program measures include the following:

Item	1983	1984	Estimate	
			1985	1986
Intelligence Reports.....	750	1,111	1,200	1,200
Special Field Intelligence Programs.....	7	12	9	9
Enforcement Support Study.....	4,600	6,676	6,700	6,700
Information Responses.....	17,000	19,159	19,100	19,100
El Paso Intelligence Center Transactions.....	200,000	282,757	290,000	290,000

Activity: Research and Engineering	1985 Appropriation Anticipated			1986 Base			1986 Estimate			Increase/Decrease		
	Ferm. Pos.	WY	Amount	Ferm. Pos.	WY	Amount	Ferm. Pos.	WY	Amount	Ferm. Pos.	WY	Amount
Research and engineering.....	17	16	\$2,351	17	16	\$2,349	17	16	\$2,349	...	...	...

Long-Range Goal: To support DEA's enforcement and intelligence program by providing engineering development for technical investigative equipment and research and engineering studies.

Major Objectives:

To increase the quality of investigative evidence by providing quick-reaction "ad hoc" support to current field operations and special services in the areas of evidence tape processing and short-term investigative equipment modification and development.

To develop new or improved technology and procedures to increase efficiency of agency field operations by conducting applied scientific research and engineering development.

To provide scientific and technological information, training, coordination and liaison services for DEA and other law enforcement agencies.

Base Program Description: This decision unit addresses the problem of providing new technology to the operational elements of DEA. As law enforcement has become more effective there has been an ongoing response on the part of criminals to employ advanced technology to protect their criminal enterprises. The base program described in this package provides the studies, systems and devices necessary to counter the increased sophistication of the drug traffickers. DEA's enforcement activities are supported through the development, testing, and evaluation of technical equipment systems and processes designed to meet operational needs and to provide direct field investigative support for special applications. Some of the areas included are: tracking and locating devices for vehicles; surveillance equipment; communication systems planning; and agent protective equipment. The clients served by the Research and Engineering program are primarily DEA's special agents, Planning and Inspection Division, Operations Division, and the Office of Intelligence as well as other Federal, State, local and foreign law enforcement agencies.

The DEA and the FBI have established a joint technology review group to assure that critical law enforcement research and development activities are being pursued and that both agencies are not duplicating their efforts. In addition, all DEA research and engineering activities are coordinated with all other law enforcement, intelligence and defense community technical activities to maximize the benefits of previous research and engineering, to negate any potential for duplicative efforts and to identify areas for joint or cooperative ventures.

As a result of the DEA/FBI technology review process the following areas of agency responsibility have been assigned:

Technology Area	Lead Agency	Technology Area	Lead Agency
Fingerprint Scanning for ADF Security	DEA	Telephone Technology	Joint
Remote Sensor Monitoring	DEA	Recording Devices	FBI
Satellite Communication	DEA	Pager Communication	Joint
Tape Processing	FBI	Power Sources	FBI
Video Technology	DEA	Antennas	Joint
Remote Switches	Joint		
Audio Radio Frequency	Joint		
Dialed Digit Recorder Technology	Joint		
Microprocessors	Joint		

Accomplishments and Workload: The following accomplishment narrative is subdivided in accordance with the three major thrusts of the research and engineering program.

Research and Analyses. This work element attempts to improve the collection of scientific data by the Agency, and to provide analyses of Agency plans, programs, and systems by conducting system analyses, operations research, prototype development and operational evaluations. Further, other analytical methodologies and scientific and technical information are applied where appropriate. Training and liaison services are also provided.

The prototype earth-orbiting satellite radio communication system "SATCOM" has been undergoing extensive use. Several new user sites were surveyed in 1983 and equipment has been installed during 1984 to support DEA field operations. During 1984, a series of tests were completed with the Department of Defense to demonstrate the extent of interference of SATCOM with an existing DOD satellite. Authorization for use of the system is expected in 1986 and development will begin on a second generation system which will provide many technical advantages as well as the potential for "worldwide" coverage.

The prototype evaluation of the Associative File Processor "AFP" for EPIC was completed during 1984. In addition, engineering support has been provided to the Office of Information Services during their acquisition of an advanced follow-up version of the AFP.

A study was planned in 1984 to evaluate the integration of State and local forensic laboratory data into the DEA drug information data base. This study will be initiated in 1985.

During 1984, a prototype currency counter effort was initiated. This system is based on a revision of a design used by the U.S. Customs Service, with changes to correct its shortcomings and reflect the needs of DEA.

Prototype units of the radio-controlled switch to remotely actuate surveillance devices were delivered in 1984.

During 1984, scientific support was provided to the Cannabis Desk for the development of an Environmental Impact Statement and a herbicide application label to support the use of herbicides to control illicit cannabis cultivation.

An operational systems test of earth orbiting satellite electro-optical scanners for the location of illicit cannabis cultivation was initiated during 1984. The program will also be expanded to explore the feasibility to extend the technique to the detection and location of illicit coca plantations.

New initiatives include: A development of a mathematical model of heroin consumption and two initiatives of a program to develop a covert encrypted communications intercept program.

Technology Development. Technology development involves the application of new and improved technology and procedures to increase the efficiency of agency field operations by conducting applied scientific research and engineering development necessary to meet long-term operational requirements. Major projects underway are discussed below.

Boat Tracking. The purpose of the boat tracking project is to develop systems capable of providing early warning of vessels suspected of carrying contraband cargo which are approaching the U.S. mainland. The initial system which includes Local User Terminals capable of providing vessel position location was operational in 1981. New transmitters were delivered during 1982. During 1983, the Local User Terminals were upgraded for better position location, transmitters were modified for a new satellite, acoustic-coupled data terminals were installed at EPIC and Washington, D.C. and a transmitter test set was procured and tested.

Aircraft Navigation. The objective is to provide the optimum LORAN navigation system for use in marijuana eradication and sea search and surveillance missions. A trade-off analysis was conducted in 1982 and candidate systems procurement, test and evaluation conducted in 1983. Based on this evaluation, quantities of the recommended system have been procured and deployed by DEA operational elements.

VHF Transmitter. The objective of this effort is to develop a miniature, modular, multi-function VHF transmitter which will be compatible with DEA tracking receivers. Engineering development units were completed during 1982 and a production contract for 100 units awarded in 1983. Systems were delivered in mid 1984.

Automatic Phone-number Recording System "APRS". The manual processing of DEA dialed digit recorder tolls is inordinately expensive in manpower and salaries. The purpose of this project is to automate the data collection by collecting the data from up to three dialed digit recorders producing the data on cassette tape. Engineering and operational testing was completed during 1983. A specification for production systems and production contract was awarded in 1984.

Direct Automatic Phone-number Recording System "DAPRS". The DAPRS also reduces the manual processing of dialed digit recorder tolls by processing data from up to 16 dial digit recorders transmitting this data over telephone lines into the DEA PARTNER II system. Engineering and operational tests of the prototype DAPRS began in early 1984, after which a production contract was awarded.

Video Surveillance. This project consists of the design, development, test and evaluation, and field deployment of a wide variety of video systems. During 1982 a video surveillance kit which consisted of a miniature remote controlled surveillance camera with radio frequency data link was developed. Operational deployment of this system was completed in 1983. Twenty additional systems have been requested. In addition, during 1982 design and development of video systems in an attaché case and lamp were initiated. Operational deployment of these systems took place in 1983. Additional production systems were delivered in 1984.

High Technology Positive Audio System. The objective of this project is to incorporate state-of-the-art technology into the development of an audio surveillance system. Pre-production receivers were ordered in 1982 and award of a contract for 100 transmitters in 1983. Delivery of the surveillance system was completed in mid 1984.

Remote Beacon Monitor. The remote beacon monitor will automatically monitor stationary tracking transmitters and notify agent personnel of any change in status. A contract was awarded in 1982 for one pre-production and ten production systems. The pre-production system successfully completed engineering and operational testing in late 1983. Delivery of production systems is scheduled for early 1985.

Video Transmitter. The objective of this project is to develop an enhanced video transmitter/receiver to support enforcement activities. During 1983, an engineering model was designed and developed. Production units were contracted in 1984.

Carrier Current. Prototype carrier current system, which use existing 110 volt power lines to transmit audio, were delivered to DEA field elements for evaluation. During 1983 results of the prototype evaluation were analyzed and a request for 75 systems received. A production contract was awarded in 1984.

Technical Services. The objective of this effort is to increase the quantity and quality of investigative evidence by providing quick-reaction technical support for application on current investigations, and to support ad hoc requests for short-term technical development and special engineering services. The output of this program is directed towards more efficient utilization of enforcement resources by minimizing the staffing required to conduct investigative operations, thus improving the quality and quantity of evidence and protection of agent personnel.

Requests for Quick Reaction Support "QRS" are normally originated by a case officer and require a response time from several hours to several days to complete. These efforts are usually conducted in-house and take priority over other longer term research and engineering projects or tasks. In direct support of field operations, QRS includes the design and fabrication of special devices and transmitters such as the concealment of transmitters in assorted packages, the preparation of pseudo-narcotics, and audio tape recording enhancement which significantly enhances the audio intelligibility of evidence tapes. Off-the-shelf hardware or pre-existing techniques and materials are used exclusively for these efforts.

The direct application of technology to specific short-term tasks is also accomplished under the technical services objective. These efforts consist of applying state-of-the-art techniques to the development of surveillance equipment and systems. Tasks are accomplished using a combination of in-house and contract personnel and require from one to eight months to complete. Examples of this effort include the design, fabrication, test and evaluation of: special timers and motion sensors; audio systems secreted in common packages such as cigarette packs; and video systems packaged and camouflaged in such a manner as to make their presence difficult, if not impossible to detect.

During 1984, 175 QRS requests and 7 technical services tasks were accomplished. Estimated accomplishments for 1985 are 175 QRS requests and 7 technical service tasks.

Activity: Support Operations	Anticipated			1986 Base			1986 Estimate			Increase/Decrease		
	Perm. Pos.	WT	Amount	Perm. Pos.	WT	Amount	Perm. Pos.	WT	Amount	Perm. Pos.	WT	Amount
DEA laboratory services.....	190	178	\$12,202	190	178	\$12,222	190	178	\$12,222	...	...	...

Long-Range Goal: Provide support to the Enforcement, Intelligence, and Diversion Control activities related to the mission of DEA. Enforcement activities are supported through the timely analysis of drug evidence and presentation of expert testimony in court, by providing field assistance to agents on clandestine laboratory investigations and vacuum sweeps, and conducting ballistics, in-depth and signature analyses for the development of conspiracy cases and in assessing the distribution of DEA enforcement resources. Intelligence activities are supported through heroin signature analyses to determine the origin of controlled substances and foreign drug distribution patterns and through signature analyses of Domestic Monitor program evidence to monitor domestic drug distribution and price/purity data at the retail level. Diversion control activities are supported through ballistics examinations which provide information on illegal distribution of licitly produced drugs to identify possible illegal activity by Controlled Substances Act (CSA) registrants, and through field assistance in conducting inspections of CSA registered firms.

This division unit also addresses support to other Federal law enforcement agencies that do not have their own forensic drug examination capability or who require the special expertise of DEA forensic scientists, and provides forensic drug laboratory support to the Federal Bureau of Investigation (FBI) which has concurrent jurisdiction for the enforcement of Federal drug laws. Additionally, other Federal and foreign drug law enforcement officials will receive the training and assistance required to complement and enhance the mission of DEA.

Major Objectives:

To comply with the Speedy Trial Act of 1974 through timely analysis of DEA and FBI drug evidence.

To contribute to the successful prosecution of drug law violators through the presentation of expert testimony in court.

To provide field assistance "clandestine laboratory investigations and seizures and vacuum sweeps" to DEA and FBI special agents.

To assist DEA and the FBI in the development of conspiracy cases, the monitoring of foreign drug distribution patterns, and the determination or origin of controlled substances in illicit channels by conducting in-depth and signature analyses.

To provide information on the retail level price and availability and the domestic distribution patterns of heroin through signature analysis of Domestic Monitor program evidence.

To conduct ballistics examinations on DEA and FBI evidence "tablets, capsules, and papers" to identify common origins of clandestinely produced dosage units and to identify licitly manufactured dosage units diverted to the illicit market.

To improve forensic capabilities of law enforcement agencies worldwide by conducting a series of technical assistance programs, providing leadership in international communications among forensic scientists, and assisting foreign countries in the prosecution of drug law violators.

To assist other Federal agencies that require DEA laboratory expertise in forensic drug examination.

Base Program Description: This decision unit addresses the problem of support to the enforcement, intelligence, and diversion control activities related to the mission of DEA. Enforcement activities are supported through the timely analysis of drug evidence and presentation of expert testimony in court, by providing field assistance to agents on clandestine laboratory investigations and vacuum sweeps, and conducting ballistics, in-depth and signature analyses for the development of conspiracy cases and in assessing the distribution of DEA enforcement resources. Intelligence activities are supported through the heroin signature analyses to determine the origin of controlled substances and foreign drug distribution patterns and through signature analyses of Domestic Monitor program evidence to monitor domestic drug distribution and price/purity data at the retail level. Diversion control activities are supported through ballistics examinations which provide information on illegal distribution of illicitly produced drugs to identify possible illegal activity by Controlled Substances Act (CSA) registrants, and through field assistance in conducting inspections of CSA registered firms.

This decision unit also addresses support to other Federal law enforcement agencies that do not have their own forensic drug examination capability or who require the special expertise of DEA forensic scientists and provides forensic drug laboratory support to the Federal Bureau of Investigation (FBI) which has concurrent jurisdiction for the enforcement of Federal drug laws. Additionally, other Federal and foreign drug law enforcement officials will receive the training and assistance required to complement and enhance the mission of DEA.

The DEA forensic laboratory system, which is comprised of seven field laboratories and the Special Testing and Research Laboratory is responsible for accomplishing the following: analyzing drug evidence; providing expert scientific testimony for prosecutive purposes; participating in clandestine laboratory investigations and seizures and providing photographic capabilities; providing examinations for latent fingerprints; conducting vacuum sweeps for traces of drugs; conducting in-depth and signature analyses of drug evidence; providing scientific assistance; conducting ballistics examinations of tablets, capsules and papers for source identification; and conducting special training.

The DEA Laboratory Services program utilizes the System to Retrieve Information from Drug Evidence (STRIDE) which is described more fully under the ADF and Telecommunications program. This is a series of inter-related computer systems designed to support enforcement and intelligence operations through the processing of data generated by the DEA laboratories. STRIDE provides data regarding evidence examined by DEA laboratories to produce information which is used to determine trends in drug abuse and trafficking of narcotics, to warn of new drugs of abuse, and to identify common sources of illegal drugs. This system is also used to provide information on illegal distribution of illicitly produced drugs, data on the availability of drugs on the street, statistics on drug removal, and a system for monitoring the location of evidence. Information from the system is provided to local, State, Federal, and foreign law enforcement agencies. STRIDE is also a management tool to assist in measuring laboratory effectiveness and allocating resources. The subsystems of STRIDE are: laboratory analysis program, ballistics program, laboratory manpower utilization program, and evidence inventory program.

The expeditious analysis of drug evidence submitted by DEA and FBI special agents and the presentation of expert testimony in court is essential to the successful investigation and prosecution of drug law violators and is therefore the primary purpose of the DEA laboratory system. The timely analysis of drug evidence is an integral aspect of DEA's compliance with the Speedy Trial Act of 1974.

DEA forensic chemists also provide field assistance (clandestine laboratory investigations and seizures and vacuum sweeps) to DEA and FBI special agents and field support to DEA Diversion Control Investigators.

DEA's laboratories are called upon with increasing frequency to provide information on the retail level availability of illicit drugs and trends of the United States illicit market. The Domestic Monitor program requires subjecting street level heroin samples to source analysis as well as qualitative and quantitative analysis to obtain price/purity data. This approximately triples the time of analysis for each exhibit, but provides strategic intelligence information on area of origin determinations in addition to availability data at the retail level.

The DEA and FBI laboratory systems each have separate functions and unique expertise in the field of forensic science. When used together for the scientific analysis of evidence in drug investigations, they provide an expanded capability to the enforcement activities of both agencies for virtually complete forensic analysis. The DEA laboratories conduct qualitative and quantitative chemical analysis on drug evidence and the FBI laboratory provides numerous criminological examinations which are performed on the non-drug evidence resulting from these investigations. The individual expertise of the two laboratory systems complement one another and result in improved efficiency for the overall drug law enforcement effort.

Additionally, DEA laboratories assist other Federal agencies such as the Coast Guard, Naval Investigative Service, Army Criminal Investigative Division, Marine Corps, National Park Service, Immigration and Naturalization Service, and General Services Administration through the analysis of drug evidence, providing of court testimony, and training.

Accomplishments and Workload: In support of DEA drug investigations during 1984, the DEA laboratories analyzed 26,228 exhibits of evidence, testified in 646 trials, conducted 825 ballistics examinations, provided field assistance on 119 occasions and conducted 900 Heroin Signature analyses and 364 Domestic Monitor analyses.

Program measures include the following:

Item	1983	1984	Estimates	
			1985	1986
Drug exhibit analyses.....	25,624	26,228	25,200	25,200
Ballistics examinations.....	1,245	825	1,050	1,050
Heroin Signature Analyses.....	852	1,007	850	850
Training conducted.....	1	...	...	1
Court appearances.....	658	681	690	690
Field assistance on Clandestine Laboratory Raids.....	145	119	150	150
Evidence turn-around time (days).....	13	13	13	13
Evidence backlog.....	1,228	1,275	2,775	4,275
Domestic Monitor program exhibit analyses.....	498	389	650	650
Issues of Microgram.....	12	12	12	12

Activity: Support Operations Subactivity: DEA Training	1985 Appropriation Anticipated			1986 Base			1986 Estimate			Increase/Decrease		
	Perm. Pos.	WT	Amount	Perm. Pos.	WT	Amount	Perm. Pos.	WT	Amount	Perm. Pos.	WT	Amount
DEA training.....	34	33	\$3,499	34	33	\$3,493	34	33	\$3,493	...	...	...

Long-Range Goal: To develop and maintain a sophisticated and professional workforce to perform the tasks inherent to the DEA mission and to provide leadership in drug law enforcement by providing entry-level and specialized training for DEA personnel.

Major Objectives:

Provide entry-level training for special agents, diversion investigators and intelligence analysts.

Provide advanced, in-service and specialized training to both core and non-core disciplines at the Federal Law Enforcement Training Center, Glynco, as well as at posts-of-duty.

Provide executive, mid-level management training and supervisory training for appropriate personnel of all disciplines within DEA.

Provide foreign language training for DEA personnel assigned to overseas and border offices.

Provide video tape training programs for use throughout DEA.

Base Program Description: This program provides entry-level and specialized training for DEA personnel to build and maintain a sophisticated and professional workforce capable of providing leadership in drug law enforcement. This training will ensure the availability of well-trained personnel to perform those functions as mandated to DEA by the Controlled Substances Act of 1970 in a manner that takes advantage of the most modern and innovative techniques known to counteract increasingly sophisticated drug traffickers. Operational personnel must receive training at all levels of career development in order to perform the specialized tasks unique to the Drug Enforcement Administration.

Entry-level curriculum for special agents would normally consist of seven weeks of training provided by FLETC instructors in the Criminal Investigators School (including firearms, physical training and the driving range) and an additional seven to eight weeks of drug law enforcement training provided by DEA instructors. However, this established curriculum was modified in 1983 to accommodate the high influx of new agent personnel. The length of each class has been reduced from 15 weeks to 12 weeks, and certain courses were deleted or abbreviated from the FLETC Criminal Investigators School curriculum. The high standard and quality of overall training received by entry-level special agents, however, has not been sacrificed. With the exception of courses requiring specialized facilities, all instruction in the accelerated program is being provided by DEA personnel. A seven-week entry-level program has been developed for diversion investigators which provides them with the knowledge and skills required to effectively reduce the diversion of legitimately manufactured controlled substances. Expectation of a sufficient number of entry-level intelligence analysts for 1985 resulted in a planned two-phase, 4-week program. Phase I is intended to familiarize new intelligence analysts with drug enforcement responsibilities and methods of operation to provide a proper context for their specialized training. Phase II is the technical training in intelligence analyzing techniques as applies to drug law enforcement.

A variety of specialized training is provided in DEA's in-service advanced and refresher program offered to special agents, diversion investigators, intelligence analysts and chemists. This training is provided by both government and non-government sources. Asset removal for instance, requires instruction from representatives of banking and financial institutions, real estate experts, U.S. Attorneys, and the FBI, as well as DEA's most experienced investigators in this field. This broad range of instruction is essential to a complete understanding of financial investigations and transactions related to money laundering such as collections, letters of credit, wire transfers, "ships" and associated matters involved in asset removal activities. This is a modern investigative technique which must be thoroughly understood and utilized by DEA special agents. The effectiveness of this investigative approach is being increasingly demonstrated in prosecutions against high-level violators.

Marine Law Enforcement training, which is provided by FLETC and DEA instructors, provides DEA with the capability to more effectively impact the large-scale smuggling of drugs and narcotics by boat throughout all coastal areas of the United States. This training not only results in increased interdiction of drugs and narcotics on the waterways, but also ensures the safety of DEA special agents while involved in marine law enforcement activities.

The clandestine laboratory training program is designed to enhance DEA's effectiveness in eliminating the illegal manufacture of dangerous drugs throughout the country. Quality classroom instruction provided by DEA specialists in this area is further reinforced by the actual synthesis of controlled substances performed in a fully equipped clandestine laboratory which DEA has provided at FLETC.

Recurring and specialized training is provided to all DEA pilots. Initial instruction training is received for new aircraft, i.e., the new turbo-prop helicopters; recurrency or qualification training is provided as required; and a variety of aviation-related courses such as FAA instructor training, a physiological course on pressurization, an engine familiarization school, and a land and water survival course are offered to ensure the safety of DEA's airwing.

To ensure that DEA's workforce possesses the abilities and skills required in drug law enforcement, specialized training is provided in the application of technical investigative aids, polygraph examining, covert transponder installation, firearms instructor training, advanced law enforcement photography, and intelligence collection and analysis.

This decision unit is also responsible for funding all language training of DEA personnel prior to their being assigned to a foreign post-of-duty. The length of this training varies depending on the current ability of the student and the complexity of the language involved.

All course developers/instructors assigned to DEA's Office of Training staff receive two weeks of basic instructor training which, together with their experience and expertise in drug law enforcement, renders them qualified to perform in a training capacity. The basic instructor training is also provided to the divisional training coordinators who conduct DEA in-service training programs in the field as well as State and local police training.

It is a requirement within DEA that all newly assigned supervisors receive appropriate training. Supervisory training is provided in Washington, D.C. as is management training at both the mid-level and executive level. The Headquarters training office also monitors and controls all professional, administrative, technical and clerical training (PATCO) received by DEA employees in many diverse subject areas and from a variety of sources as their functions and responsibilities dictate.

All of the aforementioned training programs are intended to provide DEA employees with the skills, knowledge and abilities to better perform their respective functions and enable them to do so under circumstances that ensure their safety and well-being. The mission of DEA is far too important, complex and dangerous to be levied upon personnel who have not received sufficient training. To do so would render a serious disservice to the agency and to its employees.

Accomplishments and Workload: Five Basic Agent classes, with an estimated 40 students per class, are scheduled to be completed in 1985. Two additional are currently scheduled to begin during the last quarter of 1985 in anticipation of a significant increase in this figure for 1986.

Seven basic agent classes were held in 1984 for 206 students. Notwithstanding the heavy workload, DEA's academic program for entry-level training has maintained high quality instruction, professionalism and effectiveness in preparing individuals to perform the functions of a criminal investigator with the Drug Enforcement Administration.

Approximately 228 core discipline DEA employees and a select number of State and other Federal law enforcement officers received asset removal training in 1984. DEA intends to continue emphasis in this important area throughout 1985 and 1986.

During 1984, 10 DEA employees attended the Foreign Language Institute in Washington, D.C., for foreign language training 66 employees received language training from the private sector at their domestic posts-of-duty prior to reporting overseas, and 62 employees and dependents received language training at their respective posts-of-duty. Increased enrollment in language training is anticipated in 1985.

Two electronic aide training schools, a basic and an advanced, were conducted in 1984, and the same has been scheduled for 1985. Additionally, DEA will continue, as an on-going program, technical officers training conferences. In 1984, a covert transponder installation course was developed and conducted for the first time. This also will continue as an on-going program.

Both executive management and supervisory school curriculum have been revised to place more emphasis on DEA-related topics. A total of 148 employees received training in these areas during 1984 with 195 projected for training in 1985.

In-service core training programs were held for 3,862 participants in 1984. Fifteen special agents attended a clandestine laboratory school in 1983. A revision and updating of the clandestine laboratory curriculum was accomplished to fully meet the needs of the field agents in this important area. Three clandestine lab schools were conducted in 1984 with a total enrollment of 60 students which included a number of FBI agents. Fourteen special agents completed the three-week marine law enforcement school in 1984, which represents a 100% increase over 1983. This program is again being emphasized in 1985 with a projected enrollment of 50 students. General and specialized training was given to 800 professional/administrative, technical/clerical employees in 1984. DEA's audio visual function was transferred to Glynn in 1983 with full staffing completed by the end of 1984. Optimum performance in this area should be attained in 1985. Due to the relocation and staffing situation, only one ISITT program was produced in 1983 and one is projected for 1985.

DEA is in the process of acquiring many new and sophisticated equipment items designed for office automation, telecommunications and data base management information systems. The complexity of the systems will require continuous on-site and off-site training. A task force has been established to address this issue which is further discussed in the request level section of this submission.

Program measures include the following:

Item	1983	1984	Estimates									
			1985	1986								
DEA personnel:												
Entry-level training participants (SA's, IA's, DCI's).....	207	294	430	195								
Post of Duty In-Service participants (all training for COME and PATOD not in DEA scheduled schools at Glynn or Washington, DC-- Includes foreign language training.....	4,174	5,705	4,676	3,950								
Advanced and Specialized Skills Participants (DEA conducted schools located at Glynn and Washington, D.C.....	717	403	804	785								
Audio-visual instruction productions (ISITT).....	1	---	3	10								
Total.....	5,098	6,402	5,910	4,930								
1985 Appropriation Anticipated												
1986 Base												
1986 Estimate												
Increase/Decrease												
Activity: Support Operations	Perm. Pos.	MT	Amount	Perm. Pos.	MT	Amount	Perm. Pos.	MT	Amount			
Subactivity: Technical Operations												
Technical operations.....	185	177	\$22,085	185	177	\$22,197	185	177	\$22,197	...	...	...

Long-Range Goal: To support the mission of DEA by providing radio communications and technical/investigative systems, equipment and personnel in support of enforcement activities; and provide responsive and effective air support to DEA investigations.

Major Objectives:

- To provide support, whether it be direct technical/investigative assistance or equipment, at all levels of DEA's law enforcement activities.
- To provide sufficient technical personnel to properly maintain, install, and monitor the performance of DEA's investigative and radio communications equipment.
- To provide sufficient radio communications resources to support DEA law enforcement activities.
- To meet DEA's long range communications needs by operating a High Frequency/Single Side Band (HF/SSB) network.
- To ensure the training of special agents and technical personnel on technical investigative and radio equipment.
- To maintain an accurate inventory of technical, investigative, and radio communications equipment to ensure the maximum utilization of equipment by DEA law enforcement personnel.
- To assist other Federal, State, and local law enforcement agencies with equipment and expertise on a priority basis.
- To install and maintain a voice privacy network on DEA's HF and HF/SSB radio communications equipment.
- To maintain an established aircraft fleet of sufficient size and appropriate operational characteristics to support the DEA enforcement mission requirements.
- To maintain a cadre of properly qualified and safety conscious agent/pilots, who possess a thorough knowledge and understanding of the DEA enforcement mission and the requirements of the DEA units they support.
- To employ DEA aviation resources in the most effective and cost beneficial manner for maximum agency accomplishments.

Base Program Description: The Technical Operations program supports DEA law enforcement personnel by allocating radio communications and investigative equipment resources to support enforcement requirements.

Special agents and technical personnel are assigned to headquarters and to designated domestic offices. Special agents are also assigned to foreign country offices as foreign technical officers.

The special agents and professional/technical personnel assigned in this program in DEA field offices fall under the direction of a Technical Operations Officer. The technical officer ensures that available equipment and personnel are strategically and rapidly deployed to best support law enforcement activities. Because of the limited quantities of equipment and personnel resources, special agent and technical personnel must travel extensively and equipment must be rapidly shipped from office to office to support enforcement activities.

Tactical radio communications are provided by a nationwide VHF law enforcement radio system consisting of mobile, portable and fixed station radios. The DEA VHF radio system provides support for surveillance, license plate queries, suspect information queries and emergency or potentially dangerous situations.

Long-range communications support is being accomplished by a combination of DEA-owned mobile and base station high frequency single side band (HF/SSB) radios, and the contracted services of Rockwell Collins in Cedar Rapids, Iowa. The Collins' control center in Cedar Rapids provides support 24-hours a day for DEA's long range communications.

A wide-range of technical investigative equipment is available to support and enhance investigations, including video surveillance systems, audio transmitting devices, audio recorders, Title III devices, covert tracking devices and others. These investigative aids are used to improve DEA's investigative capabilities and to provide greater safety for DEA personnel.

DEA Technical Operations personnel and their counterparts with the FBI are working closely through the Organized Crime Drug Enforcement Task Force (OCDETF), meetings and study groups to ensure that each agency's technical resources are being used to provide maximum support to the Federal drug law enforcement effort. In that direction, the DEA and FBI radio systems are being compared and analyzed to determine all potential areas for combined operations. Meetings are being held to compare radio voice privacy implementation programs currently being conducted by both agencies. DEA Technical Operations personnel have also attended schools at FBI technical training facilities to further their expertise.

The DEA's Aviation program consists of 51 operational aircraft, including a twin-engine turbo prop aircraft which was delivered in 1984 to support long-range over water intelligence gathering missions.

The Aviation program is structured to support four operational areas, the western area, southwestern area, northern area and the southeast area with each supervised by an area supervisor. It is the responsibility of each area supervisor to direct the activities of all special agent/pilots physically assigned to his geographical area, including reserve pilots during their involvement in flight operations. The supervisors, in turn, report to and receive supervision from the Deputy Chief Pilot. The responsibility for the overall management of the program rests with the Chief, Aviation Unit based at Headquarters, DEA, Washington, D.C.

The DEA Air program provides support in the following areas: air-to-surface surveillance of drug investigations; investigations requiring undercover aircraft and pilots; air-to-air surveillance of aircraft suspected of being used in illegal drug activities; as a communications command and control relay station in remote areas or widely dispersed investigations; transportation of investigative teams, equipment, or evidence for time critical operations or to remote sites not served regularly by commercial carriers; ferrying of aircraft and flights to develop or modify drug enforcement techniques. In addition to the above, other functions for which DEA aircraft are utilized include, recurrency training, evaluation of safety procedures including cockpit workload and coordination, initial pilot qualification checks and aircraft performance evaluation following maintenance.

Accomplishments and Workload: The program elements of this decision unit continue to play a vital role within the Drug Enforcement Administration. Technical/Investigate, radio communications, air support, polygraph support and boats are actively sought to support DEA's most complex investigations and are now routinely used in all phases of enforcement operations to enhance investigations and provide a safer environment for DEA's law enforcement personnel.

In 1983 and 1984, Technical Operations program personnel and equipment actively participated in the Vice President's Task Force providing: air support for the identification and location of suspect vessels and aircraft; tactical and long range communications; polygraph examinations; video, Title III and other investigative aids; and boats to support the marine requirements of this Task Force. All activities have been coordinated with the other Task Force participants, including the U.S. Customs Service, the U.S. Coast Guard and U.S. military elements. Technical Operations aircraft, pilots, technical personnel and equipment supported Operations TRUMPA and BAT and the Domestic Marijuana Eradication program.

In 1984, Technical Operations technical/investigative personnel directly assisted in 1,325 investigations. Approximately 90 percent of these efforts supported Class I and II level investigations.

The use of Title III devices, 24-hour covert video installations, audio devices and other investigative aids increased dramatically again in 1984. In 1986, DEA plans to initiate 85 Title III's using current resources. The decision unit's inventory of 300 dialed number recorders is in constant use in each domestic office supporting major conspiratorial investigations.

In 1983, sufficient VHF voice privacy radio communication equipment was purchased to equip all of DEA's West Coast Divisions, i.e., Los Angeles, San Diego, San Francisco and Seattle. Installation of this equipment was accomplished in 1984. Also in 1983, VHF voice privacy radios were purchased to provide radio communications for DEA agents assigned to the Organized Crime Drug Enforcement Task Force (OCDETF). DEA agents will also be assigned VHF voice privacy radios for operation on channels provided by the FBI for all OCDETF participating agencies. In 1984, DEA purchased voice privacy equipment for its Miami, Atlanta and Washington, D.C. Divisions.

The number of air missions completed rose from 5,150 in 1983 to 5,867 in 1984. Twin-engine aircraft were used extensively in over-water search missions and in international operations which accounted for 35 percent of the total flight missions. As a direct result of air operations the following accomplishments were realized:

- 45 clandestine laboratories were seized in 1984. In many instances, aircraft were the only effective means of detection and surveillance of these laboratories because of their location in remote, almost inaccessible areas.
- 54 aircraft, 37 vessels and 401 vehicles were seized in 1984.

In 1984, 275 polygraph examinations were performed to support DEA investigations (240 examinations were performed in support of enforcement operations and 35 to support internal security investigations). The polygraph continues to be an increasingly important tool for supporting major enforcement investigations. As an example, of the 119 examinations performed in 1979, only 54 percent were performed in support of enforcement investigations; in 1984, 84 percent of all examinations were performed in support of enforcement operations.

Program measures include the following:

Item	1983		1984		Estimates	
					1985	1986
Technical operations direct case support.....	1,250		1,325		1,350	1,350
Aviation missions requested.....	6,605		7,567		7,850	7,850
Aviation missions completed.....	5,150		5,867		6,067	6,067

Activity: Support Operations Subactivity: Automated Data Processing and Telecommunications	1985 Appropriation Anticipated			1986 Base			1986 Estimate			Increase/Decrease		
	Perm. Pos.	NY	Amount	Perm. Pos.	NY	Amount	Perm. Pos.	NY	Amount	Perm. Pos.	NY	Amount
ADP and telecommunications.....	120	113	\$18,175	120	113	\$18,899	120	113	\$18,899	...	...	...

Long-Range Goal: Increase the productivity of DEA criminal, compliance and inspection investigators and their supportive elements through acquisition and enhancement of automatic data processing, management information systems (MIS), record communications and office automation.

Major Objectives:

To support, where applicable, statutory requirements of the Controlled Substances Act of 1970 (Public Law 91-513) and the President's Reorganization Plan Number 2 of 1973.

To increase productivity and decrease the strain on manpower through automation of applicable processes now accomplished in a labor intensive climate (i.e., office automation).

To reduce downtime, maintenance and new applications development time through use of commercially available Data Base Management Systems and other state-of-the-art technology.

To maximize use and sharing of DEA automated information through standardization of hardware, software and data base data elements.

To increase the reliability, scope and security of DEA data transmissions while reducing telecommunication line costs.

To expand the number of users of DEA ADP/Telecommunication capabilities, both foreign and domestic.

To maintain the capability to rapidly respond to new and/or unanticipated operational requirements affecting the mission of the DEA and to support other DEA programs in accomplishment of their missions.

To introduce into DEA as quickly as possible, the changes and advances in the state-of-the-art in ADP, Artificial Intelligence, Decision Support Systems, MIS, Communications and Office Automation that will provide assistance to DEA in accomplishing its missions, goals, and objectives.

Base Program Description: The ADP and Telecommunications program provides for the implementation of modern Data Base Management Systems (DBMS) which provide for retrieval capability that can establish relationships between various DEA data bases while also, significantly improving the ability to query any field within these data bases. This increased retrieval capability is being made available to a larger number of DEA offices, both domestic and foreign, through an expansion and increased sophistication of the DEA ADP Teleprocessing and Records Communications Systems. Standardization of software, equipment, data elements and query procedures will reduce the developmental and maintenance time of the ADP staff and the training and query time of the user. The highly flexible nature of DBMS, their ease of programming and "user friendly" characteristics provide an increased capability to support routine and new DEA investigative, mission and operational requirements. A feasibility study conclusions support the integration, consolidation, and further automation of DEA's routine office functions. Involved are such currently independent disciplines as data, record and word processing; data communications; micrographics; reprographics and associated technologies. DEA will procure, install, operate and evaluate a pilot fully automated office automation information system for the intention of satisfying the identified requirements in an economical and productive manner. After a successful pilot, the system will be implemented throughout DEA's domestic offices. It has been determined that DEA should have a fully encrypted and TSP/EST protected office, data processing, teleprocessing and telecommunication system, if DEA is to receive, process and transmit National Security Information necessary to perform its mission. The total encryption and TSP/EST security of DEA's ADP office automation, teleprocessing and telecommunications will provide maximum protection to both National Security Information and DEA Sensitive Investigation Information. In addition, it will allow direct interchange of classified data with the Intelligence Community as required for drug investigations.

The following are brief descriptions of the DEA ADP/Telecommunications Systems:

• **NARCOTICS AND DANGEROUS DRUGS INFORMATION SYSTEM (NAIDIS).** This is the major Enforcement Support System for DEA. This data base, which consists of about 1.2 million records on persons, businesses, ships, aircraft and certain airfields, is the centralized index of all DEA investigative reports. NAIDIS enables an authorized user to determine the subject's past criminal activity or associations which have been documented by DEA agents, and provides references to the location of further information on the subject of the query. Due to the worldwide, transient nature of illicit drug operations, it is not unusual for a single individual to be documented by DEA criminal investigators in various parts of the world. NAIDIS, therefore, provides not only background information on individual subjects of interest to DEA, but also supports conspiracy investigations by showing linkages between individuals and separate DEA investigations. Use of a DBMS has significantly expanded the capability of the intelligence analysts and agents to develop these linkages and, therefore, to develop new investigative leads.

NADDIS is accessed via the DEA Automated Telecommunications System (DATS) by over 500 terminals located nationwide and in 17 foreign nations. Current plans call for additional overseas terminals to be located in other European, South American, Middle East and Asian countries via a Secure Telecommunications System operated by the State Department. NADDIS operates on the TRIAD configuration at the Justice Data Management Center (JDMC). This provides the capability for remote entry on DEA's IBM 4341-M12 computer for NADDIS batch (index updating) transactions, and printing of all NADDIS ADF reports.

NADDIS operates under the IBM Customer Information Control System (CICS) environment on the JDMC Amdahl 5862 computer. NADDIS is interfaced via DATS with the FBI National Crime Information Center (NCIC) Wanted Persons File, Stolen Gun File and Criminal History Summary File. It is indirectly interfaced with the Stolen License Plates File and Stolen Vehicle File using the JUST network.

• **ENFORCEMENT MANAGEMENT INFORMATION SYSTEM (EMIS).** EMIS provides a method of tracking specific DEA investigations to determine management information. It includes the capability to evaluate case activity, status, agent manpower use, and confidential source utilization by the Operations Division. EMIS is being developed in two phases. EMIS I primarily involves the purchase of evidence, which enables DEA to determine whether money seized as evidence includes currency previously expended by DEA for the purchase of evidence. This system has provided probable cause for seizure of such funds. EMIS II, the Case Status application, will provide rapid access to and summarization of case and drug violator class statistics. EMIS II will provide information on the utilization of intelligence analysts, compliance and criminal investigator resources under the Manpower Utilization application. Information will also be provided on the current status of DEA use of confidential sources of information. These applications were completed in June 1982. EMIS I and II will automate and widely disseminate information which was previously prepared manually and had only limited use due to the lack of accessibility by other DEA personnel. The EMIS system is accessible on-line through the DATS network and operates on the JDMC Amdahl 5862 computer.

• **PATHFINDER II.** PATHFINDER is a component of the National Narcotics Intelligence System, mandated by the President's Reorganization Plan Number 2 of 1975. DEWS provides DEA with centralized automated storage, retrieval and analysis of law enforcement intelligence information relevant to illicit drug activities. Intelligence and enforcement personnel access the system via on-line terminals. The data bases include information on individuals, activities, events, aircraft, vessels, movement reports of individuals and associated drug distribution networks. It includes a graphics output capability. PATHFINDER information is made available to other Federal, State and local law enforcement officials who have a proper need-to-know and are signatory members of the El Paso Intelligence Center (EPIC). Data input is accomplished by both on-line and batch methods to the Digital Equipment Corporation 11/70 computers at DEA Headquarters. PATHFINDER also has the ability to query on-line, the NADDIS System. PATHFINDER access has been expanded to nineteen domestic and one foreign DEA offices.

The highly flexible nature of the PATHFINDER DEWS software has provided DEA with the capability to rapidly design files to support special investigations. Examples of these investigations include the Judge Wood assassination, Operation Impact and support to various CERTACs.

Starting in 1984 and continuing into 1985 PATHFINDER will be converted to operate under DEWS model 204 greatly expanding the number of stations that can access the system. The El Paso Intelligence Center (EPIC) is supported by a Data Point 6800 computer. EPIC provides PATHFINDER with weekly tape dumps of their files which are then mailed to Headquarters for processing.

• **CONTROLLED SUBSTANCES ACT SYSTEM (CSA).** The Office of Diversion Control is supported by the Controlled Substances Act System (CSA). CSA is used to control the registration and annual re-registration of more than one half million legitimate sources of federally controlled drugs. The volume of data this statutory requirement imposes precludes manual processing. The system was established to implement the provisions of the Controlled Substances Act of 1970 (P. L. 91-513), requiring that all legal handlers of controlled substances annually register with the Department of Justice. The system processes new and renewal applications for registration, applies charges to previously established master records, issues order forms for the purchase, sale, or transfer of Schedule I and II controlled substances, and produces various fiscal accounting, control, and statistical records. The master records contain information on legal handlers of controlled substances including name, address, DEA registration number, business activity, initial issue date of registration, expiration date of registration and drug schedules authorized. The CSA data base is used by suppliers for verifying physician and hospital requests order forms prior to delivery of controlled substances. The verification consists of an on-line inquiry by a DEA compliance investigator, into the CSA data base via the DATS network. Data preparation, data editing and printed output are accomplished at DEA Headquarters using the DEA IBM 4341-M12 computer system. Because of the size of the CSA master file over 670,000 master registrant records and the necessity of on-line access through DATS, the data base is maintained and processed at the JDMC. The CSA system is being converted to operate under DEWS Model 204.

• **SYSTEM TO RETRIEVE INFORMATION FROM DRUG EVIDENCE (STRIDE).** STRIDE supports DEA by processing information derived from drug evidence. This system supports DEA agents and Intelligence, Enforcement, Administrative and Laboratory Personnel, primarily through monthly and quarterly reports of drug trends. STRIDE provides data resulting from forensic examination of drug evidence for tactical and strategic intelligence as well as planning and management purposes. The system is used to detect unusual occurrences and other matters related to drug intelligence. STRIDE consists of three subsystems: Manpower Utilization, Laboratory Analysis, and the Ballistics program. The Manpower Utilization program is used by the Forensic Sciences Division as a management information system to produce a monthly report of hours spent by chemists and laboratory technicians on various tasks, such as drug analysis, court appearances, training, assisting agents and research. The Laboratory Analysis program is based on data developed by DEA forensic chemists, such as the controlled substances present, other constituents in the material and certain physical characteristics. The Ballistics program is based on the physical and chemical comparison of tablets and capsules. Data derived by the forensic analysis of drug evidence throughout the DEA laboratory system are input via computer terminals located in each laboratory by scientific intelligence technicians. The system is available for on-line queries to determine characteristics of drugs obtained during an investigation. STRIDE and Ballistics derived information is used to link investigations based on the similarity of exhibits and provides strategic intelligence on worldwide illicit drug trends. The STRIDE system is being converted to operate under the DEWS Model 204.

• **DEA ACCOUNTING SYSTEM (DEAAS).** The system was developed to automate highly labor intensive accounting and personnel functions. These include DEA funds obligations, expenditures, costs, and revenues for which program managers are responsible, generation of financial reports to meet internal needs and external requirements and to provide a basis for developing and reporting costs in accordance with programs, budget activities, special projects and organizational cost centers. The system is administration-wide, incorporating budget and financial data of domestic offices, foreign offices, laboratories, intelligence center, aircraft section, and Headquarters activities. DEAAS does not interface directly with the Department of Justice Accounting System. It does, however, use an abbreviated version of the DEA payroll file from the DOJ Payroll System as input on a bi-weekly basis. Detailed accounting transactions are transmitted via the DATS network to the JDMC and are collected for a batch processing update. Information is derived from basic documents such as allotment actions, operating plans, payroll data files, obligation documents, receipts documents, accrual documents, reimbursement agreements, manpower activity reports, and expenditures/disbursement documents. Foreign documents are mailed to Headquarters where they are centrally input. Batch processing updates are scheduled by DEA personnel via the Conversational Monitor System (CMS) on-line at the JDMC Center or through the IBM 4341-M12, Job Entry Sub-System (JES) facility. Reports are generated at DEA Headquarters on the IBM 4341-M12 and are disseminated to the various offices and program managers as required. Much of the current manual logging, document control and processing status of each document is now being included in an automated control system that is currently being developed by DEA.

* **TELECOMMUNICATIONS.** DEA has a requirement to support investigations of illicit drug operations worldwide. The highly transient nature of subjects under investigation requires the support of a worldwide, rapid and Secure Record Communications System. DEA's requirements, both domestic and foreign offices, for secure voice, secure teletypewriter, facsimile and general communications are satisfied by the following:

-**SECURE VOICE.** Two secure voice devices are located at DEA Headquarters and EPIC, and is currently being expanded to selected DEA domestic offices. The equipment meets national cryptographic requirements, and provides DEA intelligence and enforcement personnel with the capability to rapidly and securely exchange information with all elements of the United States Intelligence Community. Many of DEA's offices overseas are accessible through the Department of State secure voice network. The expansion of this system to additional foreign and domestic DEA offices is now being evaluated.

-**FACSIMILE.** The DEA Facsimile System consists of 143 terminals, including all divisional and resident offices, laboratories, some airport details, Mexico City, Montreal, San Juan and Honolulu. Offices equipped with facsimile equipment can communicate with each other or with any other government agency or commercial firm that has compatible equipment (e.g., Xerox, Magnifax, Steward Warner, Graphic Sciences). Upgrading of the system has included placing unattended machines in several larger offices and by replacing six minutes per page with a faster capability. Fingerprint facsimile machines are operational in 13 major field locations. This system is used to send prints to the FBI and receive a prompt response. DEA is currently in the process of replacing much of its antiquated facsimile equipment with modern state-of-the-art devices.

-**SECURE TELETYPEWRITER COMMUNICATIONS.** The DEA Secure Domestic Teletypewriter System presently consists of a Headquarters Telecommunications Center and 107 field offices, including Honolulu and San Juan. Additional terminals were activated in 1984. The immediate objective is for 130 operational locations. This is a private system within DEA; however, communications with other government agencies is available through the Headquarters Telecommunications Center. The DEA Teletypewriter System employs circuit switching as opposed to the previous data-phone operation. This allows any station in the network to send a message to all other stations in the network with only one transmission. KM-7 cryptographic hardware is being replaced by KM-8As in 1985 and 1986. Access to foreign offices is provided through the Department of Defense Automatic Digital Network and/or the State Department Diplomatic Telecommunications System, both of which are electrically connected to the Headquarters Telecommunications Center.

-**COMMUNICATIONS SECURITY (COMSEC) ACCOUNTS.** DEA has one of the largest COMSEC accounts within the U.S. Government. COMSEC accounts are administered by the Headquarters Center Office of Record (COR), by the DEA COMSEC Officer and COMSEC Custodians at each of the DEA's 106 offices receiving cryptographic material. Custodians operate under policy promulgated by the National Security Agency for the positive and continuous recording and reporting of accountable COMSEC material from the time of receipt within DEA through destruction or final disposition. The total number of accounts will increase to 130 during 1985-1986. Regularly scheduled inspections of cryptographic facilities are the most effective means of ensuring that the required security standards are maintained at all times. The National Security Agency requires that all COMSEC accounts be inspected and audited at 18-month intervals. The purpose is to ensure that COMSEC material is used, stored, distributed, or accounted for, and that COMSEC equipment managed by DEA is employed and maintained in accordance with current standards.

-**LAW ENFORCEMENT INFORMATION ACCESS SYSTEMS.** Headquarters, EPIC, and 49 field offices have access to the U.S. Customs TRES and/or their appropriate State Police computers. This not only provides an alternate access to state systems using DWTS, but also permits DEA's access to state criminal history files that is normally available to other users of the NCIC system.

-**PAGING SYSTEM.** DEA Headquarters utilizes the NEC Paging System for 45 senior officials and the duty agent. The Paging System is used by the Air Program to alert DEA pilots in 23 field locations.

Accomplishments and Workload: The primary DEA enforcement system, Narcotics and Dangerous Drugs Information System (NADDIS) was redesigned to operate under a data base management system (DBMS). This was followed by the Enforcement Management Information System (EMIS), the Precursor System (PCIS), the Central Asset Seizure Program (CASP), the Controlled Substances Act System (CSA) and other administrative support systems. These systems were maintained, on-line, during the year with an average uptime of 95 percent. The Human Resource Management Information System (HRMIS) has been planned to provide access to the information necessary to effectively manage personnel resources and produce statistics and reports required by law. A study is being conducted to determine the feasibility of redesigning the Automated Reports and Consolidated Orders System (ARCOS) and the Diversion Analysis and Detection System (DADS) to operate under a data base management system. This study is consistent with DEA's goals to have all AEP systems operate under a common DBMS. The El Paso Intelligence Center's (EPIC) capability to receive and process flight plans from FAA has been expanded to include both foreign and domestic flight plans data. The Text Analysis System (TEXAS), approved in 1984, is scheduled for installation in 1985 at the El Paso Intelligence Center to process all incoming and outgoing communication.

In addition lookouts conducted by the Watch have been automated by this system and retrospective search of all stored communications traffic provided. DEA has been successful in developing an Automatic Phone Numbering Recording System (APRS) and a Direct Automatic Phone Numbering Recording System (DAPRS). The APRS and DAPRS are used to augment the collection and analysis of dialed digit recorded data. The computer capability at this Addison Airwing in Texas was upgraded to provide more direct input from other field locations, improve the aircraft parts inventory control and improve the scheduling of aircraft maintenance.

DEA has been very successful in applying microcomputer technology to support many field operations. Microcomputers have been used to support Operation "Scorpion", Operation "Bushman", and numerous Title III investigations. At Headquarters, microprocessors have been installed in the Administrator's office, the Deputy Administrator's office, the Budget office and others. A microprocessor is also being used to support DEA's effort for A-123, Waste, Fraud and Abuse. DEA offices have been supplied word processing equipment as an interim solution to their clerical support problem pending the Office Automation implementation. Many offices did not have any word processing equipment and were experiencing significant increases in the case load rate of the office. The Office Automation project is well underway with the RFP released in 1984. The installation of the first equipment occurred in late 1984 with the pilot test being conducted in early 1985. With a successful pilot test, extension of the Office Automation to all DEA offices will start in 1985 with completion scheduled sometime in 1986. In the interim, DEA will be leasing over 600 wordprocessing units to fill the void until the office automation project is fully implemented.

All DEA Automated Telecommunication System (DATS) terminals were replaced on an interim basis with leased terminals that are IBM 3270 protocol compatible. The work stations of the Office Automation project will eventually replace these interim terminals. DATS has been extended to additional overseas operating offices providing them access to the same information that is available to domestic offices. There are now nineteen (19) DEA overseas offices with DATS capability. Data Encryption Standards (DES) devices were leased and have improved the security of all data communication networks. Thus far 386 National Security Agency (NSA) approved encryption devices have been ordered to secure the telecommunication network. The long range plan is for a single, fully encrypted and TEMPEST protected data communications and processing system.

Activity: Support Operations Subactivity: Records Management	1985 Appropriation Anticipated			1986 Base			1986 Estimate			Increase/Decrease		
	Perm. Pos.	WT	Amount	Perm. Pos.	WT	Amount	Perm. Pos.	WT	Amount	Perm. Pos.	WT	Amount
Records management.....	91	87	\$3,824	91	87	\$3,869	91	87	\$3,869	...	...	...

Long-Range Goal: The Records Management program provides operational and administrative support to various DEA enforcement activities. These activities include: maintenance of the Narcotics and Dangerous Drugs Information System (NADDIS)--an automated index and data base; analysis and review of all records management systems; maintenance of an extensive collection of current and historical materials related to DEA enforcement operations; provision of responses to requests made pursuant to the FOI/PA and establishment and maintenance of a centralized Investigative Records System.

Major Objectives:

- To continue to maintain and upgrade a centralized index of investigative data on narcotic traffickers in the Narcotics and Dangerous Drugs Information System (NADDIS) for retrieval by DEA enforcement and intelligence personnel.
- To maintain the Enforcement Management Information System (EMIS II), a computerized index of data on confidential informants.
- To maintain a central file of all drug investigations initiated by DEA field offices.
- To maintain a central record of all DEA disclosures of information and provide a prompt records retrieval service for Headquarters Enforcement and Intelligence personnel.
- To provide training of field and headquarters personnel in the NADDIS operations and indexing of narcotic trafficking information.
- To monitor investigative reporting from field offices to ensure file integrity.
- To provide responsive directives management services for Headquarters.
- To upgrade file maintenance and disposal of investigative and administrative files in headquarters and field offices through application of records management technology.
- To provide enhancement of consolidated DEA personnel related records in a centralized record keeping system.
- To maintain a central file area for DEA special study reports.
- To increase use of Headquarters Library DIALOG on-line information retrieval system.
- To maintain a minimal backlog in processing FOI/PA requests.
- To maintain prompt responses within the statutory time limits for 90% of FOI/PA requests.
- To continue to improve and update the FOI/PA processing system.

Base Program Description: The Records Management program provides for the necessary development and implementation of policy and procedures for DEA records management programs and information resource management systems.

The operational set-up of this office incorporates the following sections:

Records Management Section. The Records Management Section applies records and information management techniques and a knowledge of existing regulations and organizational functions to determine the efficiency and effectiveness of information management resource programs and systems reports control, forms analysis and design, files operations, periodical maintenance and disposition, correspondence and directives management, library and information operations, and consultant of procedural studies.

Investigative Records Unit. This unit maintains a central file of all drug investigations conducted by DEA field offices and of drug intelligence reports received from other agencies. It also maintains a record of all disclosures of information to individuals and agencies outside DOJ as required by the Privacy Act of 1974. Central records of all such disclosures are maintained, including microfiche, in order to provide an audit trail. This unit is responsible for providing the Headquarters staff with files on DEA criminal investigations and drug intelligence received from other agencies. NADDIS, which is a computerized index of names and information extracted from investigative reports, is an extremely valuable, indispensable tool for conducting drug investigations. This unit is responsible for all data entered into NADDIS and for ensuring the accuracy of the data entered. Maintains a central file on DEA confidential internal documents and a computerized index of informants (EMIS II).

Freedom of Information. The Freedom of Information Operations Unit prepares and provides responses to requests made pursuant to FOI/PA through use of specialists.

The Litigation Unit assists in defending DEA against FOI/PA lawsuits.

The library maintains an extensive collection of books, journals, and other file materials, both current and historical, to provide support for the DEA staff in planning and executing the strategies for control of those substances under Federal jurisdiction through enforcement and regulation while also providing support to Chief Counsel law library.

Accomplishments and Workload: The Records Management Section continues to conduct briefings and provide hands-on assistance on file maintenance and records disposal procedures with headquarters and field personnel. The results have been improved filing and record keeping, and a reduction in the volume of inactive records holdings in DEA offices. Establishment of a facility for the Sugar vs Bell records has upgraded security, retrieval, and accountability of these files. Under the guidance of the Office of Records Management, the Consolidated Personnel Records are being converted to a color-coded retrieval system. The Records Management Section has formally

requested assignment of the Directives Management and the Consolidated Personnel File Activity for promoting the improved operating efficiency of these activities and cross-utilization of records management expertise. The library is expanding its microfilm collection by converting board journals to microfilm thereby providing space for increased acquisitions of literature. Extensive use is being made of the DIALOG (200 data bases) on-line retrieval system in responding to inquiries for enforcement investigations and intelligence research.

Over the past ten years (through March 1984), DEA's NADDIS data base has grown to over 1,678,218 records. The Investigative Records Unit processes an average of 6,000 reports and 12,000 names on a weekly basis. This unit provides information to DEA/FBI special agents, intelligence analysts and other law enforcement personnel concerning people, firms, vessels and selected airfields which are identified through DEA's investigative reporting system. It should be noted that NADDIS is currently being reformatting to operate under the CCA-REGS, Data Base Management System. An average of 1,500 disclosures of information are recorded by the section monthly.

During the period, December 1982 to December 1983, the Freedom of Information Section processed or otherwise closed 4,062 request files. The figure represents a 350% increase in file closings. During the period January 1, 1984 - June 30, 1984, the FOI Unit received 944 requests and processed 1,142 request files reducing the backlog by 198. This improvement is the direct result of proper staffing and improved processing procedures.

The FOI/Litigation Unit continues to assist other government agencies in the conduct of FOI/PA litigation matters. As a result of its handling of FOI appeal and litigation matters, DEA has yet to be found in error in proceedings in the Federal Courts.

Program measures include the following:

Item	1983		1984		Estimate		Estimate	
					1983		1984	
New Investigative Files Created.....	20,040		14,844		15,022		15,400	
Investigative Reports Processed.....	264,013		302,939		306,574		320,000	
NADDIS Records Created and Updated.....	525,514		549,650		657,000		657,000	
Freedom of Information Actions.....	1,000		2,200		2,400		2,400	
Disclosure Records Processed.....	16,654		18,138		18,000		18,000	
Books and Journals Catalogued.....	650		650		650		700	

Activity: Program Direction Subactivity: Executive Direction and Control	1985 Appropriation Anticipated			1986 Base			1986 Estimate			Increase/Decrease		
	Perm. Pos.	WY	Amount	Perm. Pos.	WY	Amount	Perm. Pos.	WY	Amount	Perm. Pos.	WY	Amount
Executive direction and control....	241	231	\$13,282	241	231	\$13,675	228	218	\$12,278	-13	-13	-\$1,397

Long-Range Goal: Develop and maintain management functions which effectively and efficiently develop and implement agency policy and enhance the decision making process.

Major Objectives:

- To provide management direction and control through policy development, organizational and program planning, and improved management systems.
- To monitor and evaluate all programs within DEA.
- To develop legislative and administrative proposals as a means of improving the functioning of the criminal justice system.
- To provide budget planning, formulation, execution and administrative capabilities and improve control of expenditures.
- To provide automated systems for tracking of invoices and travel vouchers, imprest funds, vendor billings, and verification of invoices.
- To provide information to specific interest groups and to the general public regarding DEA's mission and activities.
- To reduce instances of integrity misconduct within DEA and provide and maintain a secure environment for DEA employees and property.
- To provide Congress the information necessary to carry out legislative and oversight responsibilities.
- To provide a full range of legal services to DEA management and agency personnel.
- To promote internal control through the performance of financial audits.
- To provide top management with expert advice on all matters that impact on the development of strategy, policy, operational performance, mission accomplishments, efficiency, integrity, and security of the agency.
- To review management procedures and manpower utilization in the field and headquarters.
- To institute and maintain an agencywide Physical Fitness Program.

Accomplishments and Workload: Public Affairs conducted activities to include drug abuse prevention and issued press releases designed to inform the law enforcement and Criminal Justice Community, as well as the general public, regarding national and international drug trafficking.

DEA developed and implemented a national drug abuse prevention program aimed at 5.5 million high school athletes in 20,000 high schools around the country. This program is conducted jointly with: the National High School Athletic Coaches Association with support from the International Association of Chiefs of Police, the National Football League, and the National Football League Players' Association.

The Congressional Affairs staff responded to information requests from Members of Congress, initiated and tracked approved proposed legislation, coordinated the preparation and appearance for DEA management officials in 20 hearings in 1984, and served as a liaison with the Congress.

The Office of Chief Counsel prepared briefs, opinions, presentations and provided training in the following areas: regulatory matters, civil litigation, criminal matters, seizure and forfeiture of assets, personnel and EEO matters, management and procurement issues, and international matters. Attorneys represented DEA management in administrative hearings involving regulatory matters, personnel and EEO.

The Budget, Accounting, Management Analysis personnel services conducted training seminars for all field administrative personnel to train them in their new responsibilities as well as our new developments.

During 1984, the Budget Section, in addition to preparing an exhaustive enhancement request analysis procedure and preparation of three budget submissions also performed the following activities representative of the section workload.

- Prepared or coordinated the responses to nearly 475 budget request related questions from Congress, OMB, and DOJ.
- Supported DOJ operational and administrative management through nearly 17,000 DEAS queries and nearly 1,500 special reports and analysis.
- Responded to approximately 150 inquiries from Congress, OMB, DOJ, and DEA management on items/issues not directly related to a budget submission.

The Accounting Section handled more than one million documents during 1984. The actual 1984 workload as a result of the centralization of payments in 1982, increased over the 1982 volume by some 500%. New procedures using the backlog technique were put into effect to facilitate the deposit of registration fees during 1984 resulting in savings of \$80,000. Revised procedures to deposit forfeiture proceeds utilizing the Treasury Financial Communication System (TFCS) which accelerates deposits through electronic transfer were also implemented. Travel advances were reduced by nearly 50% during 1984.

During 1984, sixty (60) agents and non-agents were trained as Physical Fitness Coordinators. These coordinators are responsible for the screening, testing, and prescribing for all DEA personnel individualized health fitness programs. Individual health fitness programs are designed to provide long-term life style changes that will be reflected in an overall improvement in the health, morale, and productivity of DEA's workforce. Approximately 100 special agents have been screened and tested by the Physical Fitness Coordinators in order to develop a profile of the current level of fitness among the agent population.

The Board of Professional Conduct seeks to enhance the overall disciplinary process within DEA by aiming for fairness, consistency and timeliness in all of its proposals. Detailed analysis and discussion of integrity investigations insures consideration of mitigating and aggravating factors in determining the appropriateness of proposed disciplinary and adverse actions.

Board members will continue to lecture at BAT (Glynco) schools as well as Supervisory and Executive Management (Quantico) Training schools. On site lectures at Divisional Office Training sessions will also be increased. Due to its unique position in reviewing all accident and integrity/misconduct cases, the Board expects to increase computerization of statistics and to become more involved in conducting and reporting trend analysis.

During 1984, the Board handled a total of 493 cases. For 1985, as of the close of business January 17, 1985, the Board received a total of 162 investigations for review. Included in these investigations were 14 integrity/misconduct matters and 148 accidents or incidents involving official government vehicles.

During 1984, the Office of Inspections conducted eight field division inspections, four foreign area office inspections, three follow-up inspections, three special inspections, and four Headquarters inspections. Sixteen audits were conducted concurrent with inspections and two special audits were done. These inspections and audits resulted in the issuance of 428 recommendations that, when fully implemented, will result in increased efficiency, economy and effectiveness of operations; assure management that compliance with applicable laws, regulations and rules is achieved, and assure adequacy of internal control over agency assets and expenditures. Examples are as follows:

- Identified a number of ineffective field and Headquarters supervisors, employees and programs and set in motion appropriate corrective actions.
- Identified significant management weaknesses in a major field division and caused implementation of replacement of management.
- Proved ineffective and inefficient program performance in two Headquarters support elements and caused appropriate corrections to be implemented.
- Identified significant program misdirection in a special operation unit and caused implementation of corrective actions.

The Office of Security Programs ensures the enhancement of all DEA-wide security programs and plans for the protection of personnel, property, facilities, and information including the promulgation of DOJ/DEA policy, procedures and auditing for compliance. During 1984, it is estimated that the Office of Security Programs will process 1,300 background investigations and conduct 74 physical security surveys of domestic and foreign offices to ascertain compliance with DEA policy and procedures. This represents an increase of 42 security surveys over 1983.

The Office of Professional Responsibility (OPR) investigates and directs the investigation of integrity misconduct allegations directed at DEA employees. During 1984, many integrity/misconduct investigations continued to be conducted on a collateral duty basis by operational field DEA agents under the direction of OPR inspectors. Standardized investigative and reporting procedures were established and issued to ensure uniformity in procedures and timely completion.

The Office of Planning and Evaluation consists of the Policy and Program Evaluation Section (PEP) and the Statistical Service Section (PES), and the Physical Fitness Unit (PFU). PEP implements DEA's Physical Fitness Program, which became operational in 1984. Sixty physical fitness coordinators received training and began implementation of the program nationwide by conducting fitness assessments of all DEA special agents. PES continued emphasis on the review, update, conversion, and documentation of all DEA statistical systems and the Quarterly Statistical Report and a Monthly Activity Summary Report were implemented. DEA initiated a formal data requirements analysis for a Federal-wide Drug Statistical System. PES is the lead for DEA in coordinating and working with several other DEA and DOJ entities in completing the requirements analysis for the development of the system. PEP completed nine program reviews, including DEA's Records Management Program, DEA's Mail Management and Operations, 24-hour Telephone Coverage of Domestic Field Offices, the Intelligence Program, Physical Fitness in DEA, the Firearms Study, and the Proposed Enhancement of EPIC. The results of these evaluations included recommendations of policy changes and system updates.

The Management Analysis Section continued in 1984 its initiative to upgrade the DEA Manual System. Two editions of the Agents Manual were published and most chapters of the Administrative and Personnel Manuals have been revised. The first comprehensive update of the Diversion Control Manual was completed. The OMB Circular A-123 (Waste, Fraud and Abuse) program manager completed requirements on the 1982-1983 cycle and coordinated the 1984-85 cycle of vulnerability assessments; established a computerized A-123 tracking system; developed training programs and instructed 150 management personnel. A-76 submissions were provided to the Department. Analyses of Accounting Operations and field administrative functions and workload, using statistical techniques, assisted managers in program improvements.

Program Change: A decrease of \$1,397,000, 13 positions and 13 workyears is in compliance with the Administration's decision to reduce management and administrative type functions throughout the government. The level of effort required in the critical areas of financial and manpower management, accounting, program integrity, evaluation and inspection, and legal services will be addressed through a realignment of resources from other base programs.

Activity: Program Direction Subactivity: Administrative Services	1985 Appropriation Anticipated			1986 Base			1986 Estimate			Increase/Decrease		
	Perma.			Perma.			Perma.			Perma.		
	Pos.	WT	Amount	Pos.	WT	Amount	Pos.	WT	Amount	Pos.	WT	Amount
Administrative services.....	143	134	\$8,484	143	134	\$8,929	134	125	\$8,101	-9	-9	-\$828

Long-Range Goal: Provide effective and efficient administrative support for all DEA elements in the areas of personnel, health and safety, employee development, equal employment opportunity, space and equipment, and general services.

Major Objectives:

- To replace badly deteriorated and obsolete furniture and office equipment to DEA field offices.
- To provide and manage adequate office space and special purpose facilities to meet DEA requirements.
- To provide an efficient and responsive contracting procurement program while increasing the level of participation of small, minority-owned business, and firms that hire the handicapped.
- To provide permanent change of station orders processing and necessary support services to affected employees.
- To provide recruitment and staffing programs responsive to the needs of the agency with full attention to the equal employment rights of all individuals.
- To improve personnel management programs including installation of an automated personnel system that will improve responsiveness, validate DEA personnel programs such as performance appraisals, selection, promotion, and career development.
- To provide an effective fleet of motor vehicles to meet DEA investigative needs and to provide a responsive transportation program.

Base Program Description: The Administrative Services program provides the necessary support services to enable the Drug Enforcement Administration to carry out its mission in the most effective and efficient manner possible.

All elements and all employees of the DEA are served by this program as follows:

- The primary responsibilities in the personnel area include planning, developing, administering and evaluating the DEA personnel program. Major objectives are accomplished through advertising vacancies consistent with the agency's merit promotion requirements; monitoring the agency's Federal Equal Opportunity Recruitment program; conducting job audits and establishing new positions; providing services to the Incentive Awards Committee; conducting onsite evaluations of the Personnel Management program and determining the extent to which field locations are receiving adequate personnel services; monitoring the agency's application of discipline, and obtaining grievance examiners where appropriate; administering an upward mobility program; providing advice and assistance to managers and employees concerning the performance appraisal system, and monitoring results of that system; providing administrative support required to administer the Merit Pay program; and administering a comprehensive program of developmental assignments to prepare qualified persons to assume executive and managerial roles.
- DEA employees are served by a comprehensive health program. Examining physicians or medical groups are available through contract at 90 sites throughout the United States for accomplishment of annual physical examinations. Liaison on essentially a daily basis is maintained with the Employee Assistance program staffed by DEA employees. Employees with acute medical or psychiatric problems are serviced by the Employee Assistance program staffed by DEA personnel at Headquarters and through contract personnel in field locations. In addition, DEA provides Health Unit support to employees at domestic sites through participation in the Federal Employee Occupational Health program.
- The EEO program report for minorities and women and Federal Equal Opportunity Recruitment Program Plan form the basis for coordination and definitive actions to meet the major objectives. Personnel policies, practices and procedures are reviewed to ensure there is no adverse impact on minorities or women. The EEO staff works closely with the DEA Personnel Office to plan and implement special employment programs, and training programs for managers and supervisors on their Affirmative Action program responsibilities. An EEO specialist has specific responsibility for managing DEA's complaint system in order to process complaints of discrimination in a timely manner. The Selective Placement program for handicapped and disabled persons was transferred from the Office of Personnel to the EEO Staff in November 1984.
- The acquisition and utilization of space are centrally managed. Requests for office space and identified space problems are evaluated and appropriate action taken.
- Vehicle resources are controlled and maintained through a central vehicle management program to insure that existing and future vehicle resources are adequate and efficient, properly utilized and maintained, and replaced as necessary.
- Furniture and equipment requests are carefully reviewed for need prior to authorization for procurement.
- Adequate stocks of office supplies and forms are maintained. Most art, photographic and audio visual services are provided through in-house capabilities.

Accomplishments and Workload: A computerized Property Management System is currently being established which includes all domestic and foreign administrative furniture and equipment. When operational it will provide a centralized resource management system and will be beneficial to all levels of management.

The rehabilitation of furniture continued during 1984. Approximately 279 items were refurbished and repaired to extend the usage of these items with cost savings to the Government.

An Accounting Subsystem is being implemented in the transportation area. The installation of a Banker-Ramo terminal will expedite the payment of airline tickets and will eliminate the current mass of paperwork.

Relocation packets are prepared and forwarded to all employees who are transferred. These packets include all PCS-related forms, guidelines, and information.

Many space actions were initiated during 1984 for both Headquarters and field offices. These include but are not limited to space acquisitions/reductions; reconfigurations; alterations; and relocations. Eleven (11) major alteration projects were completed and four (4) offices were relocated. Pending projects are being monitored and follow-ups are being made with the General Services Administration.

In 1984, DEA awarded 39% of its prime contracts totaling \$12,251,000 to small business concerns and approximately 24% of its formal contracts over 10,000 totaling \$3,222,000 to minority business concerns under the Small Business Administration 8(a) program.

EEO complaints are being processed in a timely fashion. A cooperative education program to recruit women and minorities has been established. On-going training programs for DEA women employees, EEO counselors, and EEO investigators have been established.

An EEO management information system capable of producing detailed data for multi-year affirmative action planning and status monitoring has been developed.

Personnel management has recently:

- Secured an additional excepted service appointing authority, (Schedule B "Crossovers") to allow noncompetitive appointment of candidates with special skills such as financial management, accounting, and auditing positions to facilitate the hiring of FBI, as well as employees of other agencies to better to assist in the President's Organized Crime Drug Enforcement Task Force (OCDETF) initiative.
- Streamlined special agent applicant processing systems to:
 - reduce initial backlog of special agents applications;
 - revise processes associated with basic qualifications determinations; and
 - improve communications with special agents applications via reduction in response time.
- Transferred functional responsibility for completion of mandated validation of DEA personnel programs via the hire of a project leader.

Program Change: This decrease of \$826,000, 9 positions and 9 workyears is in compliance with the Administration's decision to reduce management and administrative type functions throughout the government. To meet the requirements of this program to provide timely and effective personnel services to our worldwide staff, to carry out the necessary day-to-day operations, to provide adequate support to our worldwide transportation control program, and adequately carry out daily facilities management functions, a realignment of resources from other base programs will be required.

Priority Rankings

<u>Program</u>	<u>Base Program</u>	<u>Ranking</u>
Domestic Enforcement		1
Foreign Cooperative Investigations		2
Organized Crime Drug Enforcement		3
Diversion Control		4
Intelligence		5
ADP and Telecommunications		6
Technical Operations		7
DEA Laboratory Services		8
Records Management		9
Executive Direction		10
Administrative Services		11
DEA Training		12
Research and Engineering		13
Federal/State and Local Task Forces		14
State and Local Training		15
State and Local Laboratory Services		16

Salaries and Expenses
Detail of Personnel Positions by Category
Fiscal Years 1984 - 1985

Category	1984 Authorized	1985		Program Decreases	1985 Total
		Authorized	Supplemental		
Attorney Series (905).....	15	15	3	...	18
General Legal Series (900-999).....	1	1	1	...	2
Legal Instruments Examining Series (903).....	12	12	...	...	12
General Investigating Series (1810).....	293	293	126	...	319
Criminal Investigating Series (1811).....	1,930	2,310	...	...	2,310
Intelligence Inspectors Series (1802).....	1	1	...	...	1
Other Miscellaneous Operations Group (901-999).....	14	14	...	...	14
Intelligence Series (130-134).....	196	192	...	...	192
Personnel Management Group (200-299).....	66	66	...	...	66
General Administrative, Clerical, and Office Services Group (300-399).....	1,348	1,346	26	-22	1,330
Biological Sciences Group (400-499).....	2	2	...	...	2
Accounting and Budget Group (500-599).....	131	131	...	...	131
Medical, Dental, and Public Health Group (600-699).....	4	4	...	...	4
Engineering and Architectural Group (800-899).....	25	25	...	...	25
Information and Arts Group (1000-1099).....	19	19	...	...	19
Business and Industry Group (1100-1199).....	7	7	...	...	7
Physical Sciences Group (Other than Chemists) (1200-1299).....	13	15	...	...	15
Chemist Series (1300).....	152	152	...	...	152
Library and Archives Group (1400-1499).....	3	3	...	...	3
Mathematics and Statistics Group (1500-1599).....	6	6	...	...	6
Equipment, Facilities, and Services Group (1600-1699).....	2	2	...	...	2
Education Group (1700-1799).....	5	5	...	...	5
Supply Group (2000-2099).....	24	24	...	...	24
Transportation Group (2100-2199).....	5	5	...	...	5
Total.....	4,083	4,430	156	-22	4,564
Washington.....	995	917	15	-22	910
U.S. Field.....	2,795	3,171	141	...	3,112
Foreign Field.....	293	282	...	...	282
Total.....	4,083	4,430	156	-22	4,564

Summary of Adjustments to Base
(Dollars in thousands)

	Perm. Pos.	Work- years	Amount
1985 as enacted.....	4,430	4,282	\$329,988
Supplementals requested:			Amount
Pay increase supplemental requested:			\$5,655
Increased pay costs.....			-927
Absorption.....	...	...	4,682
Net pay supplemental.....	156	39	2,700
Program supplementals requested.....	...	...	-876
Proposed rescission.....	4,586	4,321	336,494
1985 appropriation anticipated.....			
Adjustments to base:			
Savings resulting from management initiatives:			-5,678
Five percent pay reduction.....	...	...	
Uncontrollable increases:			
Annualization of 1985 pay increases.....	...	...	2,428
Annualization of additional positions approved in 1985.....	...	12	889
Annualization of 1985 program supplementals.....	...	117	7,743
Restoration of reduction for change in hourly rate.....	...	...	459
Within-grade increases.....	...	...	1,507
Health benefits costs.....	...	...	299
Federal Employees' Compensation Act (FECA).....	...	...	432
GPO printing costs.....	...	...	29
General Services Administration (GSA) recurring reimbursable services.....	...	...	221
Federal Telecommunications System (FTS).....	...	...	523
Department telecommunications.....	...	...	66
Automated legal research and litigation support services.....	...	...	1
General pricing level adjustment.....	...	...	3,763
Foreign allowances.....	...	...	581
Distributed Administrative Support (DAS).....	...	...	416
Total, uncontrollable increases.....	...	179	19,057
Decreases:			
Nonrecurring items for 79 new positions authorized in 1985.....	...	...	-731
- Nonrecurring costs for renovation or moving (RSM) (-\$210,000)	...	...	
- Nonrecurring costs for motor vehicles (-\$254,000)	...	...	
- Nonrecurring costs for training (-\$77,000)	...	...	
- Nonrecurring costs for full-field investigations positions (-\$150,000)	...	...	-127
Rate decrease for full-field investigations.....	...	...	-1,041
Standard Level User Charges (SLUC) redistribution.....	...	...	-78
Unemployment compensation redistribution.....	...	...	-1,377
Total, decreases.....	...	...	129
Total adjustments to base.....	4,586	4,450	347,896
1986 Base.....			

Salaries and expenses
Justification of Adjustments to Base
(Dollars in thousands)

	<u>Permanent Positions</u>	<u>Workyears</u>	<u>Amount</u>
<u>Savings resulting from management initiatives:</u>			
1. Five percent pay reduction.....	...	...	-\$5,678
Savings of \$5,678,000 will be realized as a result of the proposed 5 percent pay reduction in salaries for civilian federal employees.			
<u>Uncontrollable increases:</u>			
1. Annualization of 1985 pay increase.....	...	...	2,428
This provides for the annualization of the January 6, 1985 pay raise contained in Executive Order 12496, dated December 28, 1984. There are 261 compensable days in 1985 and 70 paid days (October 1, 1985 through January 5, 1985) that were not included in the pay raise amount of \$4,682,000.			
2. Restoration of reduction for change in hourly rate.....	...	...	459
Section 310 (b) (1) of the Omnibus Reconciliation Act of 1982 required that for 1984 and 1985 pay be computed on the basis of 2,087 workhours. These funds were withdrawn from the 1984 budget. For 1986 the basis for computing pay reverts to 2,080 workhours and restoration of the \$459,000 reduced in 1984 is required to fund the change in the hourly rate.			
3. Annualization of additional positions approved in 1985.....	...	12	\$489
This provides for the annualization of 79 additional positions approved in 1985.			
	<u>Approved 1985 Increases</u>	<u>Total Annualization</u>	
Annual salary rate of 79 positions.....	\$2,159,000	...	
Other personnel compensation.....	142,000	\$35,000	
Less lapse (25 percent).....	-408,000	408,000	
Net compensation.....	1,893,000	\$43,000	
Associated employee benefits.....	186,000	86,000	
Total costs subject to annualization.....	2,079,000	899,000	
4. Annualization of 1985 program supplemental.....	...	...	7,743
This provides for the 1986 annualized costs of the supplemental request necessitated by the Comprehensive Crime Control Act of 1985.			
	<u>Approved 1985 Increases</u>	<u>Total Annualization</u>	
Annual salary rate of 156 positions.....	\$5,150,000	...	
Other personnel compensation.....	180,000	\$100,000	
Less lapse (25 percent).....	-4,110,000	4,110,000	
Net compensation.....	1,220,000	4,210,000	
Associated employee benefits.....	130,000	600,000	
Other related employee costs.....	1,450,000	2,933,000	
Total costs subject to annualization.....	2,700,000	7,743,000	
5. Within-grade increases.....	...	...	1,607
This request provides for an increase in the cost of within-grade increases. This increase is generally consistent with increases experienced in recent years and is approximately one percent above the base for compensation and related benefits for permanent employment. (Personnel Compensation \$1,448,000 and Benefits \$159,000 = \$1,607,000).			

	Permanent Positions	Workyears	Amount
6. Health benefits costs.....	...	...	\$299
The Federal Employees' Health Benefits Act (P.L. 93-246) provided that the Government's share of health insurance would be 60 percent of the total rate commencing in 1975. Effective the first pay period after January 1, 1984, the Departments actual contribution of health insurance increased approximately 10 percent due to both carrier rate increases and changes in enrollment plans. The requested increase of \$299,000 provides funds for increased costs from pay period No. 2 (\$147,476) to pay period No. 3 (\$158,959) projected for 26 pay periods.			
7. Federal Employees' Compensation Act (FECA) - Workers Compensation.....	...	...	432
This increase reflects the billing provided by the Department of Labor for the actual costs in 1984 of employees' accident compensation. The 1986 amount will be \$3,372,000 or \$432,000 over the 1985 base.			
8. GPO printing costs.....	...	...	29
The Government Printing Office (GPO) is currently projecting a five percent increase over the 1985 cost of \$580,000. An additional \$29,000 will be required in 1986.			
9. GSA recurring reimbursable services.....	...	...	221
Reimbursable payments are made to GSA for heating, ventilation and air conditioning provided in excess of normal working hours and for guard service. GSA has estimated a five percent increase over 1985 charges.			
10. Federal Telecommunications System (FIS).....	...	...	523
The FIS increase reflects the advance billing providing to the Department of Justice by the General Services Administration. In 1985, the uncontrollable increase will be \$523,000 over the 1984 base of \$3,249,000.			
11. Department telecommunications.....	...	...	\$66
Expenses for equipment, installation and commercial tools (to include message units and directory assistance) have increased dramatically since April 1984. An increase was not requested for 1985 due to the uncertainties surrounding industry restructuring and deregulation. Actualization of the current level of billing indicates that 1985 expenses will be approximately 18 percent higher than 1985 estimated expenses, requiring an uncontrollable increase of \$66,000.			
12. Automated legal research and litigation support services.....	...	...	1
Centralized JURIS, litigation support, and case management services are available for all departmental organizations through the Departmental Working Capital Fund (WCF). The WCF is projecting an increase of 5 percent over the 1985 costs of \$26,000.			
13. General pricing level adjustment.....	...	...	3,763
This request applies OMB pricing guidance as of July 1984 to selected expense categories. The increased costs identified result from applying a factor of 4.4 percent against those sub-object classes where the prices that the Government pays are established through the market system instead of by law or regulation. Generally, the factor is applied to supplies, materials, equipment, contracts with the private sector, transportation costs and utilities. Excluded from the computation are categories of expense where inflation has already been built into the 1986 estimates.			
14. Foreign allowances.....	...	...	581
Allowances for Government employees in foreign areas are determined by the Department of State. The State Department anticipates a 11.4 percent increase in 1986. The requested increase of \$581,000 provides 11.4 percent more than the \$5,012,000 budgeted for 1985.			
15. Distributed Administrative Support (DAS).....	...	...	416
Under the Foreign Affairs Administrative Support (FAAS) agreement an annual charge is made by the Department of State (DOS) for administrative support items, the amount of this charge is determined by the DOS. The DOS advises that a 15 percent increase in foreign operations is anticipated. The increase of \$416,000 is based on a 1985 base availability of \$2,773,000.			
Total, uncontrollable increases.....	...	...	19,057

	Permanent Positions	Workyears	Amount
<u>Decreases (automatic non-policy):</u>			
Non Policy Decreases:			
1. Nonrecurring items for 79 new positions authorized in 1985.....	...	...	-\$731
- Nonrecurring costs for renovation or moving (PGS).....			(-210,000)
- Nonrecurring costs for motor vehicles.....			(-294,000)
- Nonrecurring costs for training.....			(-77,000)
- Nonrecurring costs for full-field investigations positions.....			(-150,000)
2. Rate decrease for full-field investigations.....	...	...	-127
3. Standard Level User Charges (SLUC) redistribution.....	...	...	-1,041
4. Unemployment Compensation redistribution.....	...	...	-78
Total Decreases.....	...	...	-1,917
Total adjustments to base.....	...	129	11,402
1986 current level.....	4,564	4,428	347,896

Salaries and expenses
Financial Analysis - Program Changes
(Dollars in thousands)

Item	Executive Direction and Control		Administrative Services		Total	
	Positions	Amount	Positions	Amount	Positions	Amount
<u>Grade</u>						
GS-12.....	-13	-\$478	-9	-\$332	-22	-\$810
Total positions and annual rate.....	-13	-478	-9	-332	-22	-810
Other personnel compensation.....	...	...	...	...	...	...
Lapse.....	...	...	...	...	...	...
Permanent workyears and personnel compensation.....	-13	-478	-9	-332	-22	-810
Personnel benefits.....	...	-62	...	-43	...	-105
Standard Level User Charges.....	...	-60	...	-40	...	-100
Communications, utilities, and other rent.....	...	-236	...	-164	...	-400
Other services.....	...	-561	...	-249	...	-810
Total workyears and obligations, 1986.....	-13	-1,397	-9	-828	-22	-2,225

Salaries and expenses

Summary of Requirements by Grade and Object Class
(Dollars in thousands)

Grades and salary ranges	1985 Estimate		1986 Request		Increase/Decrease	
	Positions & Workyears	Amount	Positions & Workyears	Amount	Positions & Workyears	Amount
Executive Level III, \$73,600.....	1		1		...	
Executive Level V, \$68,700.....	1		1		...	
GS-18, \$68,700.....	3		3		...	
GS-17, \$68,700.....	12		12		...	
GS-16, \$61,296-68,700.....	36		36		...	
GS/UM-15, \$52,262-67,940.....	97		97		...	
GS/UM-14, \$44,430-57,759.....	431		431		...	
GS/UM-13, \$37,599-48,876.....	983		983		...	
GS-12, \$31,619-41,105.....	1,586		1,564		-22	
GS-11, \$26,381-34,292.....	92		92		...	
GS-10, \$24,011-31,211.....	3		3		...	
GS-9, \$21,804-28,347.....	106		106		...	
GS-8, \$19,740-25,662.....	55		55		...	
GS-7, \$17,824-23,170.....	239		239		...	
GS-6, \$16,040-20,855.....	345		345		...	
GS-5, \$14,390-18,710.....	491		491		...	
GS-4, \$12,862-16,723.....	84		84		...	
GS-3, \$11,458-14,896.....	3		3		...	
Ungraded positions.....	18		18		...	
Total, appropriated positions.....	4,586	\$156,012	4,564	\$155,097	-22	-\$915
Pay above stated annual rates.....	...	575	...	624	...	49
Lapses.....	-265	-7,207	-136	-3,561	129	3,646
Net savings due to lower pay scales for part of the year.....	...	...	...	...	...	...
Net full-time permanent workyears.....	4,321	149,380	4,428	152,160	107	2,780
Average GS/UM Salary.....		\$34,019		\$33,983		
Average GS/UM Grade.....		11.06		10.98		

Summary of Requirements by Grade and Object Class
(Dollars in thousands)

Object Class	1985 Estimate		1986 Estimate		Increase/Decrease	
	Workyears	Amount	Workyears	Amount	Workyears	Amount
11.1 Permanent positions.....	4,266	\$149,380	4,373	\$152,160	107	\$2,780
11.3 Positions other than permanent:						
Part-time permanent.....	10	130	10	135	...	5
Temporary employment.....	25	380	25	400	...	20
Other part-time/intermittent employment.....	20	278	20	278	...	...
11.5 Other personnel compensation	39	850	39	850	...	...
Overtime.....	531	12,838	551	12,883	20	45
Administratively uncontrollable overtime.....	...	1,160	...	1,160	...	...
Other compensation.....	...	1,160	...	1,160	...	...
Total, workyears and personnel compensation.....	4,891	165,016	5,018	167,866	127	2,850
12.0 Personnel benefits.....		29,128		30,637		1,509
21.0 Travel and transportation of persons.....		12,084		13,099		1,015
22.0 Transportation of things.....		2,782		2,762		-20
23.1 Standard level user charges.....		23,561		23,075		-486
23.2 Communications, utilities, and other rent.....		20,218		21,558		1,340
24.0 Printing and reproduction.....		1,139		1,325		186
25.0 Other services.....		54,535		55,239		704
26.0 Supplies and materials.....		9,111		9,611		500
31.0 Equipment.....		19,038		20,374		1,336
42.0 Insurance claims and indemnities.....		125		125		...
Total obligations.....		336,737		345,671		8,934
Unobligated balance, available, start of year.....		-243		...		...
Total requirements.....		336,494		345,671		...
Relation of obligations to outlays:						
Obligations incurred, net.....		336,737		345,671		...
Obligated balance, start-of-year.....		35,451		42,441		7,000
Obligated balance, end-of-year.....		-42,441		-49,642		-7,201
Outlays.....		329,747		338,470		8,723

GENERAL STATEMENT

Mr. SMITH. We have with us today John C. Lawn, the Acting Administrator of DEA. Mr. Lawn, do you have a statement?

Mr. LAWN. Yes, I do, Mr. Chairman. I do have a formal statement for the record, and a brief reading statement.

Mr. SMITH. All right.

Mr. LAWN. Mr. Chairman and Members of the Subcommittee, I am pleased to come before you to discuss the budget request of the Drug Enforcement Administration. During my tenure as Deputy Administrator of DEA, I am aware that this Committee has been supportive of our efforts and I want to thank you.

There have been some encouraging signs this year which demonstrate continued progress in our drug enforcement efforts:

—Serious crime in our nation has decreased over the past two and one-half years. We can see that the Federal drug strategy is having a definite impact.

—The number of heroin addicts has stabilized at approximately one-half million, and the abuse of dangerous drugs decreased by 12 percent.

According to data released by the National Institute on Drug Abuse (NIDA), in fiscal year 1984 young people in the United States continued to record what has become a four-year decline in reported abuse of such drugs as marijuana, amphetamines, and barbiturates. DEA recorded noteworthy increases in arrests, convictions, drug seizures and cannabis eradication during fiscal year 1984.

One point should be emphasized: Continuing the momentum of our enforcement efforts will depend upon a continuing willingness to commit the necessary resources and cooperative efforts. Much more needs to be done. I must point out enforcement alone is not the answer. It is only one of the five elements of the federal strategy, including prevention, enforcement, treatment, international cooperation, and research.

BUDGET REQUEST

DEA's budget for fiscal year 1986 is for a total of \$345,671,000 and 4,564 permanent positions, of which 2,210 are agents. This represents a net increase of 134 positions and \$15,683,000 above the 1985 enacted level. Included in the proposed net increase is the full year cost for a 1985 supplemental request for 156 positions to implement the administrative revocation provisions of the 1984 Comprehensive Crime Control Act, other management initiatives and uncontrollable changes, and 22 fewer administrative positions.

DEA/FBI CONCURRENT JURISDICTION

The effectiveness of drug law enforcement has been improved through closer working relationships with law enforcement agencies at the Federal, State and local levels.

The number of joint DEA/FBI investigations has steadily increased since concurrent jurisdiction was implemented in 1981. There were 789 at the end of fiscal year 1984—a 233 percent increase over fiscal year 1982. Similarly in fiscal year 1984, there was

a 280 percent overall increase in the use of drug-related Title III investigations and a 337 percent increase in the number conducted jointly between 1982 and 1984.

FBI participation in drug enforcement has increased Federal drug investigative resources by approximately 50 percent. Its expertise in money laundering, public corruption cases, assistance with fugitive apprehension, and technology has augmented the success of DEA.

DEA ACCOMPLISHMENTS

I believe DEA has been effective in pursuit of the National Strategy to Prevent Drug Abuse and Drug Trafficking, as indicated by the following:

In the Domestic Operations Programs:

—The DEA rate of arrests has gone from less than 1,000 per month in fiscal year 1980 to nearly 1,100 per month in fiscal year 1984. Arrests in those cases targeted at the top echelon or Class I cases, have increased approximately 40 percent. Convictions are up from about 400 per month in fiscal year 1980 to more than 900 per month in fiscal year 1984.

—During this same time period, increases in drugs removed from the traffic were also significant. Cocaine removals were up 380 percent and totalled 11.7 metric tons in fiscal year 1984. Marijuana seizures increased 270 percent and heroin seized increased 80 percent.

—During fiscal year 1984, DEA investigations also accounted for the seizure of 190 clandestine laboratories, including 120 methamphetamine, 18 PCP and 17 cocaine laboratories.

The formation of 13 Organized Crime Drug Enforcement Task Forces has made a major contribution to the national Drug Enforcement effort. These task forces use resources from nine Federal agencies and state and local officers from over 100 law enforcement agencies. From fiscal year 1983, when the program was implemented, to the end of fiscal year 1984, DEA had participated in 747 cases initiated; 342 of which had resulted in indictments.

The state and local task force program unites DEA special agents and state and local police officers into drug enforcement units in selected geographic areas. This program resulted in 2,476 arrests during fiscal year 1984. I would like to add that in relation to the state and local task forces, the conviction rate for those task forces is 96 percent.

The DEA Domestic Cannabis Eradication/Suppression program was established to ensure a coordinated effort between Federal, state and local agencies involved in the eradication of cannabis cultivated in the United States. The program has expanded from seven states in 1981 to 48 states in 1984, and in 1985 all 50 states will be involved in this domestic eradication program, with the agreement recently enacted with the State of New Jersey.

In calendar year 1984, state and local eradication teams were responsible for the arrest of 4,941 individuals, the seizure of over 1,400 weapons and the destruction of almost 13 million plants—of which approximately 27 percent were the highly potent, highly cul-

tivated sinsemilla variety. Also 650 greenhouses used for growing cannabis were raided.

DEA operates the El Paso Intelligence Center (EPIC) which is a repository for tactical intelligence leads used to track the domestic and international movement of drugs, aliens, and weapons. Nine Federal agencies participate in EPIC. Intelligence exchange agreements were completed with the last of the 50 state police organizations in the fall of 1984.

In fiscal year 1984, EPIC processed 282,000 intelligence inquiries. EPIC data assisted in the seizures of 85 aircraft, 176 vessels, 36,000 pounds of cocaine, and 2.5 million pounds of marijuana.

INTERNATIONAL OPERATIONS

Through the Foreign Cooperative Investigations Program, DEA works closely with the Department of State to control international drug trafficking. DEA carries out international activity by providing technical advice, investigative cooperation, intelligence exchange, diplomatic initiative assistance and the training for foreign officials sent to the United States as well as the providing of instructors to teach in the host countries. DEA provides a world-wide link in drug intelligence. There are currently 200 agents stationed in 60 foreign cities in 41 countries throughout the world. Internationally, it has become difficult to keep track of the so-called "record seizures," for they are being made on a regular basis, and each one is much larger than the last.

In 1984, there were notable successes, supported by DEA, in diplomatic initiatives to control drugs:

- Colombia implemented eradication programs for both marijuana and cocaine, and began extraditing Colombian drug traffickers wanted for prosecution in the United States.

- A cooperative regional communications and intelligence center for Latin America is to be established.

One of the most promising international drug control programs is Operation Chem Con. It is an effort to monitor and control the distribution of chemicals needed to manufacture illicit drugs from the raw plant material. Legitimate chemical manufacturers and law enforcement personnel from many nations including the Governments of Panama, Colombia, Brazil and others, have played major roles in this program. In Colombia alone more than 14,000 barrels of ethyl ether has been seized by the Colombian Government, which is a necessary chemical in the processing of cocaine base and paste to cocaine hydrochloride.

Given these successes, DEA is now applying these techniques to control production of other illicit drugs. For example, we are now monitoring acetic anhydride for heroin and the precursor chemicals needed to manufacture methamphetamine and PCP.

All nations are profoundly concerned by the increasing willingness of narcotics traffickers to use terrorist-type violence. The senseless assassination of Justice Minister Lawa in Bogota in 1984 sparked a major expansion of Colombia's anti-narcotics program. The recent wave of killing of law enforcement officers in Mexico, including DEA Special Agent Enrique Camarena y Salazar has

strengthened the resolve of narcotics control agencies on both sides of the border.

Agent Camarena's tragic death was a great loss to this agency and to his comrades. It was also a reminder to us that we are proving effective in trying to subvert drug trafficking, because the drug traffickers are trying to engender fear and alarm by terrorist acts. These terrorist acts will not affect the role of the Drug Enforcement Agency, because we will not be intimidated.

DIVERSION CONTROL

DEA also enforces provisions of the Controlled Substances Act which pertain to the manufacture and distribution of controlled substances for medical and research purposes. The diversion control program is responsible for the detection and prevention of diversion of drugs from legitimate channels.

Through diplomatic and operational efforts, DEA has effectively curtailed the diversion of foreign-source methaqualone into the United States and has stimulated many initiatives and control measures taken by foreign governments, INTERPOL and the United Nations to reduce the international diversion of legitimate drugs and essential chemicals.

During fiscal year 1984, DEA conducted 226 criminal investigations and 667 periodic, unannounced investigations of DEA registrants resulting in 165 arrests. Additionally, as a result of the 667 periodic, unannounced investigations conducted, corrective action was taken against 258 firms. A substantial increase in diversion investigator positions, which is being requested to implement the new administrative revocation provisions of the Comprehensive Crime Control Act of 1984, could reduce the level of diverted drugs by an estimated additional 100 million dosage units per year.

PREVENTION

Preventing drug abuse before it starts is the long-range solution to resolving the drug problem. DEA is reaching out to young people through a joint drug prevention venture with athletes in The Sports Drug Awareness Program. The FBI, the National Football League, along with its Players Association, the International Association of Chiefs of Police and the Office of Juvenile Justice and Delinquency Prevention all are supporting this program through the National Association of High School Athletic Coaches.

As a former coach, I am particularly sensitive to the need for such an effort. I believe the impact we can expect to make by reaching the younger generations of students through a vehicle to which they can better relate is great.

COMPREHENSIVE CRIME CONTROL ACT

I would like to conclude with a comment concerning the Comprehensive Crime Control Act of 1984.

For DEA, the impact will be great: increased trafficking penalties and bail reform; establishing administrative registrant revocation in diversion control; emergency drug scheduling, enhanced asset seizure and forfeiture authority and uniform sentencing.

On the whole, we welcome this statute as an important signal to criminals and to the international community, that our government means business in drug crime control.

This concludes my statement, Mr. Chairman. I shall be pleased to answer any questions you or other Members of the Subcommittee might have.

[The prepared statement of Mr. Lawn follows:]

DEPARTMENT OF JUSTICE
STATEMENT OF ACTING ADMINISTRATOR, DRUG ENFORCEMENT ADMINISTRATION
JOHN C. LAWN
BEFORE THE HOUSE APPROPRIATIONS SUBCOMMITTEE ON
THE DEPARTMENTS OF COMMERCE, JUSTICE AND STATE, THE
JUDICIARY, AND RELATED AGENCIES

Mr. Chairman and Members of the Subcommittee:

I am pleased to come before you to discuss the budget request of the Drug Enforcement Administration. During my tenure as Deputy Administrator of DEA, I am aware that this committee has been supportive of our efforts and I want to thank you.

I am pleased to report that there have been some encouraging signs this year which demonstrate continued progress in our drug enforcement efforts:

- Serious crime in our nation has decreased over the past two and one-half years. Given what is known about the relationship between drugs and crime, we can see that the Federal drug strategy, formulated at the beginning of this Administration, is having a definite impact. I believe our efforts are making a difference in the nation's well-being.
- Abuse of several of the more harmful drugs has stabilized according to the latest available data. The number of heroin addicts has stabilized at approximately one-half million, and the abuse of dangerous drugs decreased by 12 percent.

According to data released by the National Institute on Drug Abuse (NIDA) in FY 1984, young people in the United States continued to record what has become a four-year decline in reported abuse of such drugs as marijuana, amphetamines, and barbiturates. For example, the number of high school seniors using marijuana on a daily basis is estimated to be 5.5 percent. This is the lowest level of reported use since the government began keeping such statistics in 1975.

DEA recorded noteworthy increases in arrests, convictions, drug seizures and Cannabis Eradication during FY 1984. These solid accomplishments point to increased enforcement effectiveness.

One point should be emphasized: Continuing the momentum of our enforcement efforts will depend upon a continuing willingness to commit the necessary resources and cooperative efforts. Much more needs to be done. I must point out enforcement alone is not the answer. It is only one of the five elements of the federal strategy.

BUDGET REQUEST

DEA's budget request for FY 1986 is for a total of \$345,671,000 and 4,564 permanent positions, of which 2,210 are agents. This represents a net increase of 134 positions and \$15,683,000 above the 1985 enacted level. Included in the proposed net increase is the full year cost for a 1985 supplemental request for 156 positions to implement the administrative revocation provisions of the 1984 Comprehensive Crime Control Act, other management initiatives and uncontrollable changes and 22 fewer administrative positions.

AGENCY MISSION AND ROLE

DEA is the lead law enforcement agency responsible for investigating drug trafficking within the United States and the sole United States agency authorized to conduct foreign cooperative investigations.

Additionally, DEA has the responsibility to regulate and monitor the manufacture and distribution of controlled substances. DEA also is responsible for providing central leadership, management and coordination for intelligence relating to the suppression of illicit drugs.

The effectiveness of drug law enforcement has been improved through closer working relationships with law enforcement agencies at the Federal, State and local levels.

DEA/FBI CONCURRENT JURISDICTION

One of the many important drug law enforcement initiatives undertaken by this Administration was granting to the FBI concurrent jurisdiction with DEA to investigate violations of federal Drug Laws.

DEA/FBI coordination of targets and investigations has become routine in both the field and headquarters. The number of joint DEA/FBI investigations has steadily increased since concurrent jurisdiction was implemented in 1981. There were 789 at the end of the FY 1984--A 233 percent increase over FY 1982.

391 narcotic-related Title III investigations, of which 179 were conducted jointly by DEA and the FBI. This represents a 280 percent overall increase in the use of drug related Title III investigations and a 337 percent increase in the number conducted jointly between 1982 and 1984.

FBI participation in Drug Enforcement has increased Federal drug investigative resources by approximately 50 percent. The FBI is developing and substantiating connections among drug trafficking groups and both traditional and non-traditional organized crime organizations. Its expertise in money laundering, public corruption cases, assistance with fugitive apprehension, and technology has augmented the success of DEA.

I believe DEA has been effective in pursuit of the National Strategy to Prevent Drug Abuse and Drug Trafficking, as indicated by the following:

DOMESTIC OPERATIONS

In the Domestic Operations Programs, the major thrust is the reduction of illicit narcotics and dangerous drugs in the domestic market place through enhanced coordination and intelligence sharing; and effective cooperation among Federal/State and Local authorities, the maintenance of continuous investigative pressure on traffickers has lead to increased arrests, prosecutions, and convictions of major violators, and forfeiture of their financial assets.

- The DEA rate of arrests has gone from less than 1,000 per month in FY 1980 to nearly 1,100 per month in FY 1984. Arrests in those cases targeted at the top echelon or Class I cases, have increased approximately 40 percent. Convictions are up from about 400 per month in FY 1980 to more than 900 per month in FY 1984.
- During this same time period, increases in drugs removed from the traffic were also significant. Cocaine removals were up 380 percent and totalled 11.7 metric tons in FY 1984. Marijuana seizures increased 270 percent and heroin seized increased 80 percent.
- During FY 1984, DEA investigations also accounted for the seizure of 190 clandestine laboratories, including 120 methamphetamine, 18 PCP and 17 cocaine laboratories.

ORGANIZED CRIME DRUG ENFORCEMENT OPERATIONS

The formation of 13 Organized Crime Drug Enforcement Task Forces to target the highest level of organized crime and drug trafficking, has made a major contribution to the national Drug Enforcement effort. These task forces utilize resources from nine Federal agencies. In addition, maximum cooperation is promoted among State and Local officers from over 100 law enforcement agencies who participate in 40 percent of Task Force cases. The success of the program has been impressive. From FY 1983, when the program was implemented, to the end of FY 1984, DEA had participated in 747 cases initiated; 342 of which had resulted in indictments.

OTHER COOPERATIVE DOMESTIC OPERATIONS

State and Local Task Forces

To complement the Federal Drug Enforcement effort, the DEA provides leadership in gaining the effective participation of state and Local resources toward the drug reduction efforts, with a minimal investment of federal resources; freeing resources to target higher level traffickers. The State and Local Task Force program unites DEA special agents and State and local police officers into drug enforcement units in selected geographic areas. These task forces facilitate intelligence sharing among the participating agencies and provide the ability to target mid-level traffickers who prove difficult to investigate by only a single agency. By the end of 1984, 23 State and Local Task Forces were operational. This program resulted in 2,476 arrests during FY 1984. This program provides a good return on the federal government's investment.

Cannabis Eradication Program

The DEA Domestic Cannabis Eradication/Suppression program was established to ensure a coordinated effort between Federal, State, and local agencies involved in the eradication of cannabis cultivated in the United States. DEA's role, within current resource levels, is to encourage State and local eradication efforts and to contribute funding, training, equipment, investigative, and aircraft resources. The program has expanded from seven states in 1981 to 48 states in 1984.

In calendar year 1984, state and local eradication teams were responsible for the arrest of 4,941 individuals, the seizure of over 1,400 weapons and the destruction of almost 13 million plants (of which approximately 27 percent were the highly-potent, highly cultivated sinsemilla variety). Also, 650 green houses used for growing cannabis were raided. This type of expensive cultivation shows that our efforts are becoming more effective as the growers attempt increasingly to conceal their cannabis crop.

EPIC

DEA operates the El Paso Intelligence Center (EPIC) which is a repository for Tactical Intelligence leads used to track the Domestic and international movement of drugs, aliens and weapons. Nine federal agencies participate in EPIC. intelligence exchange agreements were completed with the last of the 50 state police organizations in the fall of 1984.

In FY 1984, EPIC processed 282,000 intelligence inquiries. EPIC data assisted in the seizures of 85 aircraft, 176 vessels, 36,000 pounds of cocaine, and 2.5 million pounds of marijuana. EPIC's unique, interagency cooperative approach is also being used as a prototype for the development of similar centers on a regional/statewide basis in this country and several foreign nations. Examples include the california narcotics information network and intelligence centers in venezuela and the federal republic of germany.

INTERNATIONAL OPERATIONS

Through its Foreign Cooperative Investigations Program, DEA works closely with the Department of State to control international drug trafficking. DEA carries out international activity by providing technical advice, investigative cooperation, intelligence exchange, diplomatic initiative assistance and the training for foreign officials sent to the United States as well as the providing of instructors to teach in the host countries. DEA provides a world-wide link in drug intelligence. there are currently 200 agents stationed in 60 foreign cities in 41 countries throughout the world. Internationally, it has become difficult to keep track of the so called "record seizures," for they are being made on a regular basis, and each one is much larger than the last:

- * Through a DEA monitored enforcement program, Mexico seized 10,000 tons of Cannabis plants, which would have yielded 2,000 net tons of marijuana, which were growing in non-traditional areas.

The raid also freed 7,000 migrant workers held by drug traffickers and seized a heroin processing laboratory.

- Based on DEA information, the Colombian Government seized seven cocaine laboratory complexes and 10 tons of cocaine. Ambassador Lewis Tambs described the operation as the "largest drug raid ever in the world."

In 1984, there were notable successes, supported by DEA, in diplomatic initiatives to control drugs.

- Colombia implemented eradication programs for both marijuana and cocaine, and began extraditing Colombian drug traffickers wanted for prosecution in the United States.
- As a result of a conference co-sponsored by DEA, eleven Latin American countries, Canada and the United States determined that a cooperative regional communications and intelligence center for Latin America would be established.

OPERATION CHEM CON

One of the most promising international drug control programs is Operation Chem Con. It is an effort to monitor and control the distribution of chemicals needed to manufacture illicit drugs from the raw plant material. In order for this program to be successful DEA must foster the cooperation of legitimate chemical manufacturers and law enforcement personnel from many nations. The Governments of Panama, Colombia, Brazil and others have played major roles. For example, a 55 gallon drum of ether, which retails for about \$180 in the U. S. now costs a Colombian cocaine manufacturer upwards of \$10,000. By making ether prohibitively expensive and unobtainable, we can restrict cocaine production, and hopefully its availability.

Given these successes, DEA is now applying these techniques to control production of other illicit drugs. For example, we are now monitoring acetic anhydride for heroin and the precursor chemicals needed to manufacture methamphetamine and PCP.

VIOLENCE AND TERRORISM

All nations are profoundly concerned by the increasing willingness of narcotics traffickers to use terrorist-type violence. The senseless assassination of Justice Minister Lara in Bogota in 1984 sparked a major expansion of Colombia's anti-narcotics program. The recent wave of killing of law enforcement officers in Mexico, including DEA Special Agent Enrique Camarena Salazar has strengthened the resolve of narcotics control agencies on both sides of the border. Agent Camarena's tragic death was a great loss to this agency and to his comrades.

DIVERSION CONTROL

DEA also enforces provisions of the Controlled Substances Act which pertain to the manufacture and distribution of controlled substances for medical and research purposes.

The diversion control program is responsible for the detection and prevention of diversion of drugs from legitimate channels.

Four types of investigations are conducted under this program:

- * periodic unannounced investigations of drug manufacturers and wholesalers;
- * criminal investigations of targeted registrants who are high-level violators;
- * pre-registrant investigations which are conducted prior to the approval of DEA registration applications; and

- administrative revocation investigations of registrants which could result in the denial, suspension or revocation of a DEA registration based on public interest grounds.

Another purpose of the diversion control program is to identify international drug shipments which are destined for illegal smuggling operations. Through diplomatic and operational efforts, DEA has effectively curtailed the diversion of foreign-source methaqualone into the United States and has stimulated many initiatives and control measures taken by foreign governments, Interpol and the United Nations to reduce the international diversion of legitimate drugs and essential chemicals. Other diversion control activities include the registering of all legitimate drug handlers, establishing manufacturing and production quotas of Schedule I and II substances, monitoring all imports and exports of controlled substances, and assisting state and local governments in their efforts to suppress drug diversion.

During FY 1984, DEA conducted 226 criminal investigations and 667 periodic unannounced investigations of DEA registrants resulting in 165 arrests and approximately \$2 million in fines, penalties and asset removals. As a result of the 667 periodic, unannounced investigations conducted, corrective action was taken against 258 firms. A substantial increase in diversion investigator positions is being requested to implement the new administrative revocation provisions of the Comprehensive Crime Control Act of 1984. With this staffing increase, DEA could reduce the level of diverted drugs by an estimated additional 100 million dosage units per year.

PREVENTION AND EDUCATION

Preventing drug abuse before it starts is the long-range solution to resolving the drug problem. We, in federal law enforcement, have a unique sensitivity and perception as to the consequences of drug abuse.

DEA is involved in its most ambitious prevention activity to date. DEA is reaching out to young people through a joint drug prevention venture with athletes in The Sports Drug Awareness Program. The FBI, the National Football League, along with its Players Association, the International Association of Chiefs of Police and the Office of Juvenile Justice and Delinquency Prevention all are supporting this program through the National Association of High School Athletic Coaches.

As a former coach, I am particularly sensitive to the need for such an effort. I believe the impact we can expect to make by reaching the younger generations of students through a vehicle to which they can better relate is great. Our goal is to reach 48,000 coaches in 20,000 high schools across the country who can in turn help us use 5.6 million student athletes as role models. These athletic leaders will exert positive peer pressure to keep other youths away from drugs. Due to the crucial needs and demands of the program, we are already expanding the scope of its activity. In the first six months of this program, over 3,000 coaches received information or training and over 100,000 specially prepared sports and drug abuse publications were distributed. Phase II of the program was expanded in November of 1984 to include 41 organizations to reach up to 57 million young people.

ORGANIZATION SUPPORT

I would also like to take this opportunity to acknowledge the important role which the DEA support staff plays in drug law enforcement. Our special agents are effective in our Enforcement efforts because of the assistance they receive from the professional staffs in intelligence, science and technology, training, analytical testing laboratories, and logistical support.

COMPREHENSIVE CRIME CONTROL ACT OF 1984

I would like to conclude with a comment concerning the Comprehensive Crime Control Act of 1984.

For DEA, the impact will be great: increased trafficking penalties and bail reform; establishing administrative registrant revocation in diversion control; emergency drug scheduling, enhanced asset seizure and forfeiture authority and uniform sentencing.

On the whole, we welcome this statute as an important signal to criminals and to the international community, that our government means business in drug crime control.

This concludes my statement, Mr. Chairman. I shall be pleased to answer any questions you or other members of the Subcommittee might have.

COMPREHENSIVE CRIME CONTROL ACT

Mr. SMITH. Well, let's start with the Comprehensive Crime Control Act of 1984, which is a 600-page amendment to the continuing resolution that was born about midnight on October 1st, and as I told the Attorney General yesterday, and as you probably know, the Authorizing Committees were just never able to get together on their own. So finally Senator Rudman and I sat down with them and we just picked and chose and wrote a few words in and got the bill, finally.

You said the Act is going to help with regard to drug enforcement. Do you anticipate any problem? I know there are going to be problems, because when you draft a bill that way and pass it, there are bound to be some problems. Do you see any problems there with regard to drug enforcement at this time?

Mr. LAWN. No, sir, I do not. We are very supportive of it and very appreciative especially of the provisions in the bill in the diversion area. We think this has been an area which we have not been able to address because there was no legislation to assist us, to address the diversion of licit drugs. We now have those provisions. We believe that the support to the state and local task forces is something else which is very important to the total drug effort.

BUDGET REQUEST

Mr. SMITH. If you see during the next few months, as I think you probably will, some minor adjustments at least that need to be made, we will take care of them the same as these major ones we are taking care of. We do work with the Authorizing Committee, and if we can't get something done one way we will try to do it another.

Having said that, I note in your statement you are asking for \$345,671,000, and that compares with \$305 million that is requested for legal services by the Legal Services Corporation. The Administration would like to zero it out completely.

I can't help but think what a sad commentary it is on our society that in 1985 we will spend more trying to protect people from harming themselves with drugs than we spend on trying to help people, law-abiding citizens, get legal help so they can negotiate the obstacles in government. It is a sad commentary, and I really wonder if we are in any position to criticize governments like Sudan, because they have such stringent laws, when they don't have any drug problem.

I think we need to reevaluate these criminal laws, and I hope that that Crime Control Act is a beginning of trying to do something about allocation of our resources where they can better be used.

SUPPLEMENTAL REQUEST

In your supplemental you are asking for \$2,700,000 for 156 positions, and you state that they will result in 550 additional revocations, suspensions, denials or surrenders for cause, resulting in 690 additional investigations. I have trouble putting all these figures together. How do you come up with that set of figures?

Mr. LAWN. Mr. Chairman, if I may, I would like to call upon our Diversion Control Chief, who would have the particulars on that particular question. Mr. Haislip.

Mr. Haislip. Yes, sir.

Mr. Chairman, this is a new effort chartered by the Congress as part of the President's legislation, but it is a unique way of solving some of the problems that we are confronted with. A great many legitimate drugs, narcotics and depressants are diverted by practitioners, that is to say physicians and pharmacists, in a great many schemes. What we will do with the new authority the Congress has given us is to deny to the practitioners the privilege of having access to controlled drugs, based on their behavior and the need to protect the public health and safety.

Now we have experience conducting criminal investigations in this area. And, we believe that what Congress has given to us can result in a great deal more actions because they are civil actions. We will continue the criminal cases for those worst-case situations, but we will be taking civil actions in many others, and we believe we can do this on a much more cost-effective basis. Our estimate is that with these new resources we should be able to deal with this number of derelict practitioners.

Mr. SMITH. I guess what I am looking at is 156 positions and 690 investigations. That is only about four investigations for each position. That seems like a low number to me to start with. Then you only get 550 revocations, suspensions, denials, and surrenders for cause. That doesn't seem like a high enough number. That is what I am getting at.

Mr. Haislip. The 156 positions do, of course, include clerical support, but there will be 126 new investigators of that 156. The rest is support. So, it is 126 investigators that will be producing the result. And I would like to say I hope that we will do better. But since we have no experience with this new approach that the Congress has just authorized, this is our estimate. I believe that it will turn out to be a conservative estimate.

Mr. SMITH. That will mean that an investigation, on average, takes three months?

Mr. Haislip. That is a conservative estimate. Now, in each of these cases, though, we believe that hundreds of thousands—

Mr. SMITH. Of course, an agent may have more than one investigation going at the same time.

Mr. Haislip. Exactly, of course.

Mr. SMITH. It just seems awfully conservative, to me. It seems like they ought to be able to do more than that with so many positions.

Mr. Haislip. You know we would rather show up good at the end of year than short, so you can appreciate that we are making a conservative estimate based upon the experience we have in the criminal area.

PROPOSED RESCISSION

Mr. SMITH. At the same time you are asking for rescission of \$876,000. What impact will that have on what programs?

Mr. LAWN. The rescission of \$876,000, does not involve special agent positions. These funds will be taken from the administrative services side, from travel, publications, and public relations.

Mr. SMITH. You don't show any positions being reduced.

Mr. LAWN. I am sorry, Mr. Chairman. I see before me here——

Mr. SMITH. How do you accomplish this, and what impact does it have?

Mr. LAWN. We believe that the \$876,000 will not have a direct impact on our enforcement efforts. The rescissions are in an area where we can continue our enforcement efforts substantially, and yet take the——

Mr. SMITH. What kinds of resources are we talking about eliminating?

Mr. LAWN. We are eliminating, as I said, public affairs, resources in public affairs, in printing and publications, and in travel and transportation.

Mr. SMITH. Were you traveling too much, printing too much and had you too many people running around representing you?

Mr. LAWN. We certainly believe that we weren't doing any of those things too much. But when it comes to economy of resources, which all of us are looking at, we have to find reductions.

Mr. SMITH. Those are your least essential, is that what you are saying?

Mr. LAWN. Yes, sir, those are the least essential.

Mr. SMITH. You don't think that would really hurt your operation then?

Mr. LAWN. No, sir, it will not hurt our investigative operations at all, and it is part of the legal requirement that we do this.

IMPACT OF PAY INCREASE

Mr. SMITH. You are asking for additions while we are rescinding. I guess you could do some shifting. In what areas are you going to absorb these pay costs? The pay cost increase was 3.5 percent but you are absorbing part of it, aren't you?

Mr. LAWN. This is Mr. Hogan.

Mr. HOGAN. Yes, Congressman Smith. We are absorbing, I am advised, 12 percent of the pay raise. That would be absorbed across the board within our payroll account.

Mr. SMITH. By attrition?

Mr. HOGAN. We would either do that or have to reprogram funds into that area to cover our payroll costs.

REQUEST TO OMB

Mr. SMITH. What was your request of OMB?

Mr. HOGAN. I just want to make sure we have the exact figures.

Mr. LAWN. Our request was for \$391,803,000, and 4,946 positions.

Mr. SMITH. 4,946?

Mr. LAWN. Yes, sir.

Mr. SMITH. But in your budget request to us, you are asking for 4,564 positions. That is about 400 fewer positions and \$46 million less in funds. What was represented in those positions and that money which you are not including in this request?

Mr. LAWN. We had in the initial request requested enhanced positions in the area of special agents and in support personnel, for domestic enforcement and for the Organized Crime Drug Enforcement Task Forces.

Mr. SMITH. In other words, you are just not going to have quite as much of an increase in those areas as you wanted; is that right?

Mr. LAWN. Yes, sir.

Mr. SMITH. No increase at all?

Mr. LAWN. We will have no increase as far as special agent complement. Our operational budget will be the same. Our budget for intelligence will be the same, and for support services will be the same. The only increases are in the diversion control area.

STATE AND LOCAL TASK FORCES

Mr. SMITH. What kind of personnel do you use in cooperation with state and local task forces?

Mr. LAWN. We use special agent personnel.

Mr. SMITH. Are you going to increase that activity?

Mr. LAWN. We have no request for an increase as far as the state and local task forces are concerned.

Mr. SMITH. We talked to the Attorney General about this yesterday, and I thought from the things I read in your proposals that this is an area where you are getting a lot for the money. Is that true or not?

Mr. LAWN. Yes, sir, it is. As I mentioned, the conviction rate of the state and local task forces is 96 percent.

Mr. SMITH. And then the state and local governments are putting up a considerable amount of resources. You just put up part of it?

Mr. LAWN. Yes, sir. We put up personnel although the state and local authorities put up substantially more personnel than we do, and we put up equipment.

Mr. SMITH. If you are not going to have any more resources devoted to any more special agents in this area, how are you going to increase the activity in this area?

Mr. LAWN. We can continue. We have 22 funded task forces around the country, and several others, I think another 24 informal task forces which are continuing to operate on a state and local cooperative basis.

Mr. SMITH. You just intend to keep that same number?

Mr. LAWN. Yes, sir, we do.

Mr. SMITH. In allocating your resources, wouldn't it make sense to increase that activity rather than something else? Wouldn't you get more for the money then?

Mr. LAWN. There is a difference, Mr. Chairman, between the role of the state and the local task forces and the role of the federal enforcement effort. The federal enforcement effort is targeted against major traffickers, international trafficking cartels, where the state and local task forces are targeted against those individuals who have the greatest impact on the state and local levels.

Mr. SMITH. But as we have federal task forces in Florida, for example, problems erupt in other places, and your state and local task forces do help, don't they?

Mr. LAWN. Yes, sir, they help in taking out the mid-levels of the trafficking organizations.

INTERNATIONAL DRUG TRAFFICKING

Mr. SMITH. Your activity there helps you to detect where the international traffickers are coming in?

Mr. LAWN. I think Mr. Chairman, the converse is true. The efforts with which we are involved in the Organized Crime Drug Enforcement Task Forces, these are targeted against the cartels, the international cartels. On the state and local levels, we are involved in those mid-level traffickers who are furnishing the drugs on that level. So when it comes to prioritization, it is more important to take on the national level, in response to the federal strategy, to take the international cartels out of business.

Mr. SMITH. Can you separate it that much, though? Don't you, in those state and local task forces where you are looking for this mid-level person, sometimes run into intelligence and information that leads you to the others?

Mr. LAWN. Yes, sir. The intelligence, certainly. All of the intelligence is filtered through the El Paso Intelligence Center.

Mr. SMITH. They got it from some place and it goes up the line?

Mr. LAWN. Yes, sir. The converse is also true. Intelligence is developed on the higher level which impacts upon the local level.

Mr. SMITH. Is there a shifting going on, of entry points and sources?

Mr. LAWN. Yes, sir, there is.

Mr. SMITH. Substantial?

Mr. LAWN. Yes, sir. We see the trafficker who is well equipped, well financed, looking at where the major enforcement efforts are, and shifting his trafficking patterns to adjust to our enforcement efforts.

Mr. SMITH. Is there an increase through Central America?

Mr. LAWN. Yes, sir, it has increased through Central America. Specifically, we see additional cocaine coming out of Peru, coming out of Bolivia, but we see a substantial reduction in cocaine and marijuana coming out of Colombia.

Mr. SMITH. Working its way up through Central America?

Mr. LAWN. Yes, sir, working its way up through Central America through diverse trafficking routes.

Mr. SMITH. It is a huge border down there. How are we ever going to stop it?

Mr. LAWN. Stopping it at the border probably is the least effective thing we can do. More effective is increased intelligence, increased personnel overseas. That is the front-line of this defense.

Mr. SMITH. There is no way you can stop it at the border. Since the border is so long, there is no way to station enough people to stop it at the border. It is just going to come across, isn't it?

Mr. LAWN. Historically, it has been coming across, but I think there is a dual attack. One is the international enforcement efforts, the major domestic enforcement efforts against the major cartels. But when all that is accomplished, we still have the use problem, so it has to be the second prong of attack, and that is on the education side.

Until we as a country decide we are not going to be the country that uses more drugs than any other country, we are going to continue to have the problem. If we were to block the southern border, the drugs would come in somewhere else.

INTERNATIONAL COOPERATION

Mr. SMITH. Then you get to what you called one of your elements, and that is international cooperation.

Mr. LAWN. Yes, sir.

Mr. SMITH. Of course, if we had enough cooperation from Central American countries, they wouldn't have a conduit through which to get it up here. You have gotten some increased cooperation from Colombia, for example. How about Peru?

Mr. LAWN. In Peru, the cooperation certainly has not increased. It has not increased on the level that the cooperation from Colombia has increased, nor has the cooperation from Bolivia.

Mr. SMITH. How do you account for the increased cooperation we are getting from Colombia, and why didn't we get it sooner?

Mr. LAWN. I think the catalyst for cooperation from Colombia, which five years ago was a major source problem for the United States, was the assassination of Foreign Minister Lara. The Colombian Government then realized that it was not simply a source, it wasn't the problem of the United States as a consumer country, that indeed this was an international problem, because the terrorists in Colombia were using narcotics trafficking to support their terrorist activity. The Revolutionary Armed Forces of Colombia, and the M-19 were using their cocaine trafficking to support their efforts.

Mr. SMITH. So it finally gets bad enough so those governments recognize it is in their interests too?

Mr. LAWN. Yes, sir, not only because of the terrorist activities but because of the user population being developed in source countries.

Mr. SMITH. Then you get almost a revolutionary element there that can be bigger than the government with the amount of money they have available. What happens as it works its way up through Central America, are we getting much cooperation there?

Mr. LAWN. Yes, sir. We have an indictment of individuals in the Nicaraguan Government that alleges that persons in the Government of Nicaragua are supportive of narcotics trafficking through Nicaragua into the United States, as we had a similar indictment of officials in the Government of Cuba.

Mr. SMITH. Has the Cuban thing gotten worse or better?

Mr. LAWN. There has been no increase and no intelligence indicating that there has been any increase in the involvement of the Cuban Government since last year.

Mr. SMITH. Of course, it moves to the place of least pressure. There is less pressure the other way up through, I suppose, now, with the Florida Task Force and activities in that area, the Coast Guard.

Mr. LAWN. Yes, sir.

Mr. SMITH. Mr. Dwyer.

DIVERSION CONTROL

Mr. DWYER. Thank you, Mr. Chairman.

I was interested in your earlier discussion on diversion and the remarks about how well the Comprehensive Crime Control Act is going to help in that particular area.

Mr. LAWN. Yes, sir. As a result of the authority given to the Drug Enforcement Administration, based upon the Comprehensive Crime Bill, three weeks ago today I signed the first emergency scheduling authority, which was published in the Federal Register, and we are looking now at a second.

Mr. DWYER. It would seem to me that you probably were working on a lot of files in that particular area prior to the adoption of the act. Can we anticipate then a quick move against some of the illicit professionals who are diverting these drugs?

Mr. LAWN. We would like to think that we will move quickly, once we determine who they are, yes, sir.

CHEMICAL CONTROL

Mr. DWYER. On page 9 of your statement you talk about the price of a 55-gallon drum of ether going up from \$180 a drum to \$10,000 a drum. Do you think that makes any difference in the control of distribution of cocaine?

Mr. LAWN. Yes, sir, I most certainly do. The traffickers in times past could purchase the ethyl ether for the refining process with little difficulty. With the initiation of the Chem Con program we have made it, based upon the cooperation of the chemical firms, extremely difficult for the trafficker to get the ethyl ether, which is a necessary ingredient. The trafficker heretofore could not find a substitute for ethyl ether.

Recently I visited Colombia and spoke with General Delgado, the head of the Colombian National Police, who told me that the major trafficking organizations in Colombia, because of the paucity of ethyl ether, are now looking for trafficking organizations that will market in cocaine base and cocaine paste, because they don't have the ethyl ether in order to create the cocaine hydrochloride. We think it is effective, and we think that more efforts in the chemical control program will assist not only in the trafficking in cocaine, but also in heroin and in PCP.

Mr. DWYER. Was the country source of the ethyl ether this country?

Mr. LAWN. This country is a predominant source, as is West Germany.

Mr. DWYER. Are the West Germans cooperating in this?

Mr. LAWN. Yes, sir, they are.

Mr. DWYER. Have they stopped the exportation of ethyl ether?

Mr. LAWN. They have assisted us in stopping it, but there are still firms, as there are several firms in the United States, that will cooperate with trafficking organizations, because there is considerable money to be made in this trafficking, so there is not total cooperation. If there were total cooperation, we would take the ethyl ether supply away from the traffickers totally.

Mr. DWYER. Is there something lacking in the laws that you have at your disposal that would preclude your doing this?

Mr. LAWN. No, sir. This Chem Con program, the chemical control program, was an initiative that began several years ago, and it is bearing fruit now. We think that based upon the legislation we now have, it is a very effective tool for us.

Mr. DWYER. So that the DEA will be able to move against the few firms that are still doing business with the traffickers?

Mr. LAWN. Yes, sir. As recently as two weeks ago when I was in San Diego to receive the body of special agent Camarena from Mexico City, I spoke to the group of special agents involved in just such a program, who had just identified one of the chemical firms involved in supplying the ethyl ether to a trafficking organization, and we reviewed their efforts.

These are ongoing efforts, and I think that one supplier will be neutralized in the near future.

DRUG ABUSE REDUCTION

Mr. DWYER. Mr. Lawn, do you foresee the day when the DEA will come before this Committee and ask for a colossal reduction in your budget?

Mr. LAWN. I would like to say that I will, but I doubt that will be in my watch.

Mr. DWYER. How long is a watch?

Mr. LAWN. I would say, again projecting, I think if the federal strategy, if the five points of the federal strategy all move forward, that we won't see a substantial reduction in drug abuse in this country over the next 10 years.

Mr. DWYER. What additional points might you recommend to hasten the reduction in the use of drugs?

Mr. LAWN. That is a difficult question because we have been a drug abusing society for many, many years. In last year's high school graduating class, the graduates in that class spent 11,000 hours in an academic setting. They spent 16,000 hours watching television. One out of five commercials on television reminds our youngsters that they don't feel good or that they need to put something in their system, if they want to grow taller or grow stronger.

We are a substantial abuser country, and until we can get to those youngsters, as we are now doing with the reduction in marijuana, until we can get to a youth population and convince them that you can feel better by taking a run around the mall, we are going to continue to have a drug abuse problem.

Mr. DWYER. Thank you. Thank you, Mr. Chairman.

Mr. SMITH. The increase in drug consumption, though, is mostly among those over 25, isn't it?

Mr. LAWN. Yes, sir, it is, and specifically with cocaine.

INTERNATIONAL COOPERATION PROBLEMS

Mr. SMITH. I remember when those that were over 25 were teenagers, about that time before another Subcommittee that both of us serve on, NIH would come up there and say, "We have no proof that marijuana is harmful." They could have stated it the other way. We have no proof that it isn't. But they always stated it that way. We used to talk to them about that. Of course, it takes

several years of experimentation to prove anything, but I am afraid that is some of what went on during that period of time.

With regard to our agents overseas, we don't have a way to cooperate with the Government of Iran, but we do have agents, of course, in Rome and Greece and Istanbul and Paris and other places trying to help stop that traffic. Are we getting good cooperation from them? Is that working out well?

Mr. LAWN. Yes, sir. Certainly we have no cooperation on the drug enforcement side, and while I can't speak for the rest of our foreign policy, certainly in the drug enforcement area we have no cooperation with Afghanistan or with Iran, which are substantial source countries and substantial sources of our problem.

But in areas like Pakistan and Thailand, we are seeing increasing cooperation. We are very encouraged by the cooperation we are receiving. We have already talked about Colombia, about the substantial turnaround with the cooperation we are receiving from Colombia.

Mr. SMITH. Of course when our agents are in a place like Paris, it depends on the law enforcement officers in France, too. I mean, after all we are in their country. Are we getting good cooperation from Greece, Turkey and France?

Mr. LAWN. Yes, sir. In those countries our cooperation is very effective.

Mr. SMITH. Those are all still major sources, exchange points?

Mr. LAWN. Paris, not so much. Paris, really Marseilles, was in the 1970's with the French connection, but it is important for us to maintain that liaison in countries like France, as a continuing transshipment point, not to the extent it was in the seventies but in those countries the cooperation is excellent.

LANGUAGE REQUEST FOR VEHICLES

Mr. SMITH. With regard to the language request relative to special vehicles, explain the need to require special automobiles without regard to the price limitation.

Mr. HOGAN. That is the normal request we would have with respect to vehicles, the need for 126 investigators.

Mr. SMITH. Explain for the record so we will have it on the record.

Mr. HOGAN. We buy special-purpose vehicles, police-type vehicles, rather than standard vehicles purchased by the government.

Mr. SMITH. And you can't get them within the price limitation?

Mr. HOGAN. Yes, sir. That is correct.

[The following information was submitted subsequent to testimony:]

NEED FOR EXCEPTION FROM VEHICLE PURCHASE PRICE LIMITATION

The vehicles purchased by DEA, while not necessarily for undercover purposes, are selected so that their use is not limited to specific purposes. The basic criteria for model selection is the necessity that they must blend in with the general civilian vehicle population and not appear to be "standard government vehicles." Having vehicles not associated with government or police work, i.e., basic standard 4-door models, is essential for surveillance purposes which constitute the majority of DEA's vehicle usage.

Of equal importance to model selection and directly related to "police-type use," is the need to obtain properly equipped vehicles. In order to adequately perform vehi-

cle surveillance, agents must be supplied with units having high performance engines, cooling systems, brakes, and suspension systems, none of which are available within the price limitations of "standard government vehicles."

DEA/FBI COOPERATION

Mr. SMITH. In the last four or five years we have had three or four different reorganizations, DEA, then we brought the FBI in and everybody is under the Justice Department. How is this working out?

Mr. LAWN. I think it is working out most effectively. As we had indicated, our joint efforts have been substantial and extremely successful. Our use of Title III has tripled.

Mr. SMITH. Do you see any change in this area? Is there any change contemplated that you know of at your level?

Mr. LAWN. Well, sir, I see changes that are trying to enhance cost effectiveness between DEA and the FBI, areas like ADP. For example, beginning on Monday of next week, the DEA vehicles in 14 cities will be serviced by the mechanics of the Federal Bureau of Investigation. We are looking at compatible radio systems, so that we then can utilize a common radio system and utilize the expertise of the electronic technicians who service the FBI radios. So we are continuing to look in those areas where further cooperative efforts could result in cost savings.

Mr. SMITH. Is there any reluctance for agents to work together and share information completely, between DEA and FBI, for example?

Mr. LAWN. I would say, across the board, no. There may be entities where personalities would desire not to cooperate, but I would say as the head of the Drug Enforcement Administration that the cooperation between DEA and the FBI is outstanding.

TRAINING OPERATIONS

Mr. SMITH. We have reports that you are considering a reprogramming to move your training operations. Is that so?

Mr. LAWN. Yes, sir. We have a study underway.

Mr. SMITH. What is behind that?

Mr. LAWN. We are part of the Federal Law Enforcement Training Center in Glynco, Georgia, and we are one of the user services at the Federal Law Enforcement Training Center. Because of the increases among other agencies, the Immigration and Naturalization Service, for example, there is a premium on space. We have asked that a study be conducted to look at other alternatives for training, one of which was the ability for us to train our new agent personnel at Quantico. It is a study, and we are reviewing it internally. We have discussed it internally with the Federal Bureau of Investigation.

Mr. SMITH. The idea of having the center in Georgia was that if we had more things in one place, it would be more efficient, not only money-wise but also it would be more effective. Has it been effective? Has it been a good training center, or is it not as good as Quantico?

Mr. LAWN. The training has been effective. I have been at FLETC. Each time we have had a graduating class I have traveled

to FLETC. The difficulty that arises is that the basic investigator course given to all personnel who attend the Federal Law Enforcement Training Center is more basic training than a special agent of the Drug Enforcement Administration needs. About 80 percent of the new agents who come into the Drug Enforcement Administration have prior law enforcement experience, so we focus our training specifically on the needs for a drug enforcement agent to go into the street.

Mr. SMITH. More of an advanced training center, then?

Mr. LAWN. Yes, sir. I would say that we could effect more appropriate training at a facility like Quantico, or a training facility similar to Quantico.

Mr. SMITH. Of course, Quantico has some basic training, too.

Mr. LAWN. Basic agent's training?

Mr. SMITH. Yes.

Mr. LAWN. Yes, sir. As part of our study, we did not intend to commingle DEA training with FBI new agent training. What we looked at was the potential for cost savings. Right now in the Federal Law Enforcement Center in Glynco, Georgia, the FBI sends legal instructors to Glynco, to instruct us in the legal area. We have exchanged personnel in those areas. We are using FLETC to train FBI agents in drug law enforcement. We think that there could be cost savings in doing all that training at a—

Mr. SMITH. When will you have that study completed?

Mr. LAWN. We have furnished a draft of this study to Director Webster. We plan next week, I believe Wednesday of next week, to discuss it further with Judge Webster, to determine whether it is feasible, what cost savings we are looking at.

Mr. SMITH. Within DEA apparently you decided it would be a cost savings; is that right?

Mr. LAWN. Yes, sir, there would be a cost savings, but over and above the cost savings, I think it would allow us the ability to ensure that when our special agents graduate and enter the difficult job of drug law enforcement, they would be better trained.

Mr. SMITH. In this study, are you taking into consideration any adverse impact, if any, that there might be on the Georgia facility?

Mr. LAWN. Yes, sir. In our particular study we talked about the cost benefit, long-term benefit, and the short- and long-term downfall.

WIRETAPS

Mr. SMITH. With regard to wiretaps, you had 80 of these in 1984?

Mr. LAWN. Yes, sir.

Mr. SMITH. Are you experiencing any problems under the law that require certain procedures?

Mr. LAWN. No, sir. We, as you know, go through a very stringent procedure in effecting the wiretap. I have heard of no instances where we thought the technique was necessary, where the technique was not used.

Mr. SMITH. Has it been very effective in some of your larger law enforcement activities?

Mr. LAWN. Yes, sir, it has been most effective.

SATELLITES FOR CANNABIS ERADICATION

Mr. SMITH. What about the use of earth-orbiting satellites to locate places where they cultivate plants and other things?

Mr. LAWN. We have used any of a number of scientific developments to assist us in locating cannabis cultivation. To the present time we feel the most effective means of determining cannabis cultivation is by low-level flying, and that is the reason why we have increased our training of state and local officers on the aerial observation program.

Mr. SMITH. Then the use of satellites is not very beneficial?

Mr. LAWN. We haven't found it to be cost effective, nor have we found it to be as effective as low-level flying.

CANNABIS ERADICATION PROGRAM

Mr. SMITH. With regard to our cooperation with Mexico on marijuana, are we really getting anywhere with trying to eradicate the plant?

Mr. LAWN. Yes, sir, we are. In 1976 Mexico was a major source country and a tremendous problem area for the United States in heroin and marijuana. In 1977 we began the program, and it has been funded substantially from 1977 until the present time. Until about 18 months ago, Mexico was a model country.

Whenever foreign visitors asked about an eradication program, we would take them to Mexico, or at least address with them the eradication programs in Mexico. However, in the past 18 months we have seen the Mexican program lose some effectiveness, and as recently as last Friday Attorney General Meese met with the Attorney General of Mexico to discuss what we believe to be a downfall, a decay in the program. I will be meeting again with representatives from Mexico in the next few weeks to talk about how we can turn that around.

Mr. SMITH. What we used to call hemp, you can see that from an airplane. How can you ever stop growing the weed in that kind of a climate?

Mr. LAWN. As you indicated, hemp marijuana was something that was cultivated here in the United States during World War II. The hemp marijuana is different from the marijuana used for—

CONDITIONS REQUIRED TO GROW MARIJUANA

Mr. SMITH. But, genetically, there are similar characteristics. Anywhere you can grow hemp you can grow the other.

Mr. LAWN. Yes, sir, marijuana is a weed. It will grow pretty near anywhere, but the potency of the marijuana is what is creating the problem.

Mr. SMITH. That is relative to climate. You can grow that plant in Mexico better than in Iowa, because of the climate, right?

Mr. LAWN. In part. I think the cultivation of the plant, the quality of the species is what determines the potency of the plant, and if an individual were to grow hemp for a potent cannabis, it would be—

Mr. SMITH. You can eradicate it, but is it possible really to keep from having a huge supply?

Mr. LAWN. Yes, sir, we believe it is.

Mr. SMITH. You do?

Mr. LAWN. In 1979 there were two states involved in the program. Now we have 50 states. As you also mentioned, in 1977 people didn't think of marijuana as being a health problem. Dr. Richard Dupont, the Director of the National Institute of Drug Abuse, did not perceive that marijuana was a major problem in 1977. In 1978 he was quoted as saying that marijuana use was potentially the most serious health hazard facing this country.

Mr. SMITH. But that doesn't get to the question of whether or not you can stop them from growing marijuana in Mexico.

Mr. LAWN. Well, in Mexico, as I say, we did have an effective program, and we can have an effective program again. I think that with the increased cooperation of the Mexican Government, we could minimize cultivation of marijuana in Mexico.

Mr. SMITH. It really depends on the Government of Mexico really clamping down on those that are caught, doesn't it?

Mr. LAWN. As it does on the Government of the United States with the domestic cultivation.

CULTIVATION OF MARIJUANA IN THE UNITED STATES

Mr. SMITH. Domestic cultivation in this country is increasing, too, isn't it?

Mr. LAWN. We had estimated two years ago that of the marijuana we were consuming, 10 or 11 percent was domestic. Now we believe it to be 9 percent, and we hope that with our program it will continue to—

Mr. SMITH. In tons or pounds or however you measure it, though, is that more tons and pounds or not?

Mr. LAWN. We see less tonnage or fewer pounds of marijuana growing domestically, because as I said, the demand for marijuana is decreasing in the United States.

Mr. SMITH. But is the domestic variety now more potent than the type they were growing 10 years ago?

Mr. LAWN. Yes, sir, it is.

Mr. SMITH. So it doesn't take as much?

Mr. LAWN. Perhaps that is the case, but once the youngsters decide that they are not going to use it, it doesn't matter whether it is potent or not potent. It is the education.

Mr. SMITH. That is the other side.

Mr. LAWN. Yes, sir.

COMPUTER BACKUP SYSTEM

Mr. SMITH. You state that DEA will not be able to back up the DATS system at the Justice Data Center in case of catastrophic failures or down time. Have you had those types of failures or some of that down time, and how much of a risk is this?

Mr. LAWN. Could we, Mr. Chairman, provide an answer for the record?

Mr. SMITH. Okay, and what can we do about it.

Mr. LAWN. Yes, sir, we will address those issues.

[The information follows:]

PROBLEM WITH COMPUTER BACKUP

In order to insure that the law enforcement data bases are not irretrievably lost due to a catastrophic failure or event, or are not unduly inaccessible because of downtime, it is necessary that the Department of Justice (DOJ) maintain a backup to the primary computer. To insure that the data bases are available to DEA investigators on a 24-hour a day, 7 day a week basis, the backup site must be kept in a ready state. DEA is required to maintain the backup capability on a current basis, which includes testing a contingency plan periodically, and providing liaison between DEA and the backup site. Planning is underway to use the DOJ new Dallas facility as a backup site.

There have been instances of downtime on the DOJ computer attributable to a variety of reasons, such as planned maintenance and electrical or air conditioning outages. These instances result in the inability of investigators to secure the data they need in a timely manner and can adversely affect the development of cases.

At the present time, there is no assurance that the backup capability in place would be adequate because of the lack of a tested contingency plan and resources to staff the function.

Mr. SMITH. I think that is all we have for now. Thank you. We have some additional questions which we shall submit and you can answer for the record.

[Questions submitted for the record follow:]

QUESTIONS SUBMITTED BY CONGRESSMAN SMITH

DRUG ENFORCEMENT ADMINISTRATION

FY 1985 Supplemental Pay Requirement

QUESTION:

You are requesting \$4,682,000 for an FY 1985 pay supplemental. Does this represent the total requirement for the 3.5 percent pay increase granted Federal civilian employees on January 1, 1985?

ANSWER:

No; the \$4,682,000 represents 83.5 percent of the estimated requirement for the 3.5 percent pay raise effective January 6, 1985. DEA will absorb \$927,000.

QUESTION:

In what areas are you absorbing these pay costs for fiscal year 1985 and what impact will such absorption have upon your anticipated program level?

ANSWER:

The pay raise absorption will be reflected in reduced overtime and deferred hiring.

FY 1985 Rescission Proposal

QUESTION:

In what specific areas will you be cutting expenses related to the \$876,000 proposed rescission and what impact will this rescission have upon your program operations?

ANSWER:

The greatest programmatic impact of the rescission would be in the public affairs area, (\$243,000) if we are mandated to apply the rescission as now formulated. If this happens, drug prevention and education activities would be affected. The other areas of reduction in the rescission are in publications (\$81,000), and travel (\$552,000).

FY 1986 Request

Appropriation Language Changes

QUESTION:

You are requesting an increase from 517 to 552 in the number of passenger motor vehicles that may be purchased for police-type use without regard to the general purchase price limitation. Why does

DEA need to acquire passenger motor vehicles without regard to purchase price limitations since DEA seizes usable luxury vehicles for undercover use? Shouldn't standard government vehicles be sufficient for official use other than that relating to undercover activities?

ANSWER:

The Drug Enforcement Administration places approximately 250 seized vehicles per year into service. The basic criteria for placing a vehicle into service is its relative operating condition. Of the 250 vehicles, approximately 30 percent are other-than-standard sedans associated with undercover use. The remainder of the vehicles are basically a cross section of the general civilian vehicle population.

The vehicles purchased by DEA, while not necessarily for undercover purposes, are selected so that their use is not limited to specific purposes. The basic criteria for model selection is the necessity that they must blend in with the general civilian vehicle population and not appear to be "standard government vehicles." Having vehicles not associated with government or police work, i.e., basic standard 4-door models, is essential for surveillance purposes which constitute the majority of DEA's vehicle usage.

Of equal importance to model selection and directly related to "police-type use," is the need to obtain properly equipped vehicles. In order to adequately perform vehicle surveillance, agents must be supplied with units having high performance engines, cooling systems, brakes, and suspension systems, none of which are available within the price limitations of "standard government vehicles."

Proposed Administrative Reductions

QUESTION:

You are proposing reductions totalling \$2,225,000 and 22 positions for FY 1986. What specific areas will these reductions come from and what impact will these reductions have on your enforcement programs?

ANSWER:

The reduction of 22 positions and \$2.2 million results from a government-wide 10 percent administrative decrease.

Thirteen of the positions are applied to the Executive Direction and Control program which incorporates staff functions such as legal counsel, financial and resource control, and planning, evaluation and inspection. Nine of the positions are applied to the Administrative Services functions, which includes personnel and administrative services functions.

Application of the reduction to specific functions is under study and will be made to minimize long-term adverse impact.

Other Decreases

QUESTION:

The justifications indicate a reduction of \$1,041,000 for a Standard Level User Charges (SLUC) redistribution. Could you explain this reduction to the Committee?

ANSWER:

Estimates originally submitted to the Department of Justice (DOJ) for SLUC were formulated on a higher level of planned activity than was eventually approved by DOJ.

This reduction brings into line the amounts for the preapproved estimated activity and the currently authorized level of activity in the SLUC accounts.

Request to the Department and OMB

QUESTION:

Except for the increases to annualize the new positions that are requested in the program supplemental, you are not requesting any major increases for FY 1986. Indeed, you are proposing program reductions. What was your request to the Department of Justice and to the Office of Management and Budget for FY 1986 and what program increases were included in those requests that were not submitted to the Congress?

ANSWER:

The request to the Department of Justice was for \$533,712,000 and 6,050 total positions, including 569 additional agents.

The request to the Office of Management and Budget was for \$391,803,000 and 4,946 total positions, including 290 additional agents.

A summary of the requested increases follows:

Program Increase Requests (Dollars in thousands)

	<u>Request to DOJ</u>			<u>Request to OMB</u>		
	<u>Pos.</u>	<u>Agents</u>	<u>Amount</u>	<u>Pos.</u>	<u>Agents</u>	<u>Amount</u>
<u>Domestic Enforcement</u>						
1)Field Investigations	446	350	\$46,136	94	72	\$9,517
2)Purchase of Evidence/ Paymt for Information	...	...	12,000	...	...	...
3)Expansion of support	150	90	22,824	...	...	...
<u>OCDE Expansion</u>	...	...	...	250	200	19,841
<u>Foreign Cooperative</u> <u>Investigations</u>	62	38	8,819	10	6	1,303

	Request to DOJ			Request to OMB		
	Pos.	Agents	Amount	Pos.	Agents	Amount
<u>Diversion Control</u>						
1)Administrative revocation	150	...	\$6,248	19	...	\$463
2)State Assistance	32	...	2,879	12	...	370
<u>Intelligence</u>						
National Intelligence estimates	99	...	5,056	16	...	2,064
<u>DEA Laboratory Services</u>						
Forensic Support/determination of source	74	...	4,258	20	...	275
<u>DEA Training</u>	74	27	5,924	10	5	1,033
<u>Technical Operations</u>						
Air Program	21	15	9,569	9	7	4,819
Communications & investigative equip.	47	...	3,985	19	...	1,380
<u>ADP Telecommunications</u>						
1)Core enhancement	162	...	34,232	20	...	10,483
2)Mission enhancement	19	...	8,609	...	...	...
<u>State & Local Task Forces</u>	67	43	10,097	...	...	...
<u>Other Support</u>	209	6	11,160	29	...	996
Total Enhancements	1,612	569	191,796	508	290	52,544

DEA/FBI Cooperation

QUESTION:

One of the objectives that is stated in your budget submission is "to increase the sharing of strategic and tactical investigative information between DEA, the FBI and other Federal agencies on narcotics and drug investigations." What have been the accomplishments to date in this area of sharing of information between DEA and the FBI? Please describe this for the record.

ANSWER:

In terms of strategic intelligence, the FBI receives copies of all periodic reporting of this nature published by DEA: the annual Narcotics Intelligence Estimate; the Quarterly Intelligence Trends; the Monthly Digest of Drug Intelligence; and other such reporting of a periodic nature (e.g., Special Reports). Additionally, the FBI is on distribution for extracts from DEA investigative reporting and the Intelligence Information Report series; in 1984, 587 reports were published in this series.

Since 1980, the FBI has had representation at the El Paso Intelligence Center (EPIC), the multi-agency effort that concentrates on

illicit border activity. A Narcotics and Dangerous Drugs Information System (NADDIS) terminal was installed at FBI Headquarters in 1982.

In terms of ongoing liaison, five FBI agents are assigned to DEA Headquarters and three DEA agents are assigned to FBI Headquarters. As a result, information is rapidly shared and acted upon at the programmatic level.

Currently, approximately 800 joint DEA/FBI investigations are open. This is an increase of 360 percent over 1982.

QUESTION:

Has there also been an increased sharing of information technology, specifically hardware, software and telecommunications networks between the two agencies? Please be specific.

ANSWER:

DEA has provided a DATS terminal to the FBI for accessing Narcotics and Dangerous Drugs Information System (NADDIS). Extensive technical information has been provided to the FBI regarding the Text Analysis System to be installed at the El Paso Intelligence Center (EPIC), the Intelligent Terminal Data Bases at EPIC and NADDIS. Information has been provided the FBI relative to DEA's computer systems and telecommunication networking requirements. The FBI is currently providing some stand-alone microcomputers to the DEA Boston Field Division. The FBI is developing plans in cooperation with DEA for the testing of a subsystem of the FBI (FOIMS) in the DEA Boston Field Division. The FBI has started a project to introduce Artificial Intelligence concepts and techniques at EPIC.

QUESTION:

With the FBI now having concurrent jurisdiction for the enforcement of Federal drug laws, has any consideration been given to involving the FBI in DEA's 23 Federal/State and Local Task Forces?

ANSWER:

Since the inception of the Federal/State and Local Task Force Program, DEA has been the lead agency in the funding and management of the program. The intent is to increase state and local law enforcement involvement and participation in the national effort against drugs. Direct FBI involvement is not considered to be essential and, in fact, could be viewed as duplicative of DEA's role.

International Operations

QUESTION:

In your statement you refer to DEA's efforts to control international drug trafficking. According to the State Department, production of both marijuana and opium has declined by more than 10 percent worldwide. However, cocaine production has gone up by more than 30 percent. What initiatives are you pursuing to reduce the production of cocaine and its entry into the U.S. market?

ANSWER:

The Drug Enforcement Administration has increased its programs to curtail the cultivation and production of coca and cocaine hydrochloride in the source countries of South America. DEA is supplying tactical and strategic intelligence to Bolivia and Peru on the size and location of coca plantations in remote areas of the Andes mountains. DEA also supplies Colombia, Peru and Bolivia with technical assistance in support of their coca eradication programs. The DEA is disrupting the conversion of coca base to cocaine hydrochloride by monitoring the large shipments of chemical precursors to South America. Through "Operation Chem Con" DEA monitors the shipments of ether and other essential chemicals in South America and is able to track these shipments to clandestine conversion laboratories. By monitoring the movements of these shipments, DEA and the governments of other countries have been able to effect their seizure in both the U.S. and other countries, including Colombia, thereby disrupting the entire conversion process, as well as causing a financial loss to the cocaine-producing consortiums.

DEA is also attempting to disrupt the flow of cocaine from Colombia to the United States by assisting the Bahamian Government in intercepting cocaine laden planes and boats refueling and offloading in the remote islands of the Bahamian chain. Operation BAT, the code name for this program, has accounted for numerous seizures, and has assisted the Bahamian Government in combating drug trafficking in its country.

DEA is also involved in a number of other technical initiatives. Among these are a feasibility study of aircraft fuel additives to aid in the detection, tracking and interdiction of smuggling aircraft. Another program under study is the development and use of a chemical herbicide effective against the coca plant.

Asset Seizures

QUESTION:

What importance do you place upon asset forfeiture as a means of dismantling and immobilizing major drug traffickers?

ANSWER:

The importance placed upon asset forfeiture by DEA as a means of dismantling and immobilizing major drug traffickers can be described by a statement made by former Administrator Francis M. Mullen, Jr. a few months ago:

The seizure and forfeiture of the ill-gotten goods of the drug traffickers, and the methods used to do this, are one of the exciting new directions that we in drug law enforcement are increasingly taking in the 1980's. Attention to the financial aspects of the multi-billion dollar illicit drug business is as important as moving against the drugs themselves. . . . Our goal is to make it prohibitively expensive for those who would break our drug laws.

QUESTION:

What efforts are you undertaking to improve upon this aspect of your investigative efforts?

ANSWER:

Work plans from DEA field offices are under continuous review to insure that emphasis is being placed on the identification of trafficker assets and the full utilization of both civil and criminal statutes to implement their seizure and forfeitures. Several DEA Divisions have established "asset seizure teams" to review all investigative cases to insure the seizure of all significant assets. The use of undercover money laundering investigations to launder traffickers' funds and then invest them in domestic assets for subsequent seizures are also being accomplished in several DEA divisional offices. All of these activities are monitored by the newly formed Financial and Special Intelligence Section located in DEA Headquarters.

"Designer" Drugs

QUESTION:

According to testimony presented to the President's Commission on Organized Crime in February of 1985, new synthetic street drugs have been introduced into the illicit drug market. How widespread is the "designer" phenomenon?

ANSWER:

The term "designer drugs" refers to clandestinely produced, noncontrolled substances which are structurally and pharmacologically similar to controlled substances. The concept of producing analogs of controlled substances in an effort to circumvent the Controlled Substances Act (CSA) is not new (e.g., PCP analogs, hallucinogenic amphetamines, MDA, MDMA, MDEA). The application of this concept to the production of analogs of potent narcotics has occurred only within the past five years on the West Coast.

At the present time, reports about designer drugs focus on analogs of the Schedule II narcotic analgesics, fentanyl (Sublimaze), and, to a lesser degree, meperidine (Demerol). Both fentanyl and meperidine are produced synthetically and there are many variations of each which may produce heroin-like effects.

Since 1980 there have been six analogs of fentanyl identified in the illicit drug traffic. They have been associated with at least 90 overdose deaths with more than half of these occurring since January, 1984. The distribution of fentanyl analogs appear confined to the West Coast, particularly the San Francisco Bay area, San Diego and to a lesser degree, Los Angeles. DEA has no evidence that these substances are spreading to other areas of the country at this time.

A by-product (MPTP) formed in the synthesis of a meperidine analog (MPPP), sold as synthetic heroin in California, produced Parkinson's disease in at least seven users in 1982. Information exists that

MPPP/MPTP may again be available in California but this has not been confirmed. Again, use of MPPP/MPTP has been confined to the San Francisco Bay area.

QUESTION:

What is DEA doing to control the production and distribution of "designer" drugs and is your budget request sufficient to fund these initiatives?

ANSWER:

DEA has used both its traditional scheduling authority and its newly enacted emergency scheduling authority to place two of the "designer drugs" (alpha-methylfentanyl, 9-81) and (3-methylfentanyl, 3-25-81) into Schedule I of the Controlled Substances Act (CSA). 3-methylfentanyl is the most potent of the available "designer drugs" and has been associated with a majority of the overdose deaths since 1984. With the control of these substances, as well as fentanyl which is present as an impurity in some of these drugs, DEA will be able to pursue criminal investigations aimed at prosecuting those responsible for the production and distribution of these fentanyl analogs. In October, 1984, DEA seized a PCP laboratory which was operated by the same individuals who were suspected of producing MPPP/MPTP in 1982. At this time, DEA believes that existing resources can be used to address this problem effectively through the use of emergency scheduling and selective criminal investigations where appropriate.

ADP Program

QUESTION:

The justifications state that "DEA will not be able to back up the DATS system at the Justice Management Center in times of catastrophic failures or unscheduled down time." Has DEA experienced such system failures and if so, please describe them?

ANSWER:

To insure that the law enforcement data bases are not irretrievably lost due to a catastrophic failure or event, or are not unduly inaccessible because of downtime, it is necessary that the DOJ maintain a backup to the primary computer. To insure that the data bases are available to DEA investigators on a 24-hour-a-day, 7-day-a-week basis, the backup site must be kept in a ready state. DEA is required to maintain the backup capability on a current basis, which includes testing a contingency plan periodically, and providing liaison between DEA and the backup site. Planning is underway to use the new DOJ Dallas facility as a backup site.

There have been periodic instances of downtime on the DOJ computer attributable to a variety of reasons, such as planned maintenance and electrical or air conditioning outages. These instances result in the inability of investigators to secure the data they need in a timely manner and can adversely affect the development of cases.

At the present time, there is no assurance that the backup capability in place would be adequate because of the lack of a tested contingency plan and resources to staff the function.

QUESTION:

The budget justifications refer to plans in 1985 and 1986 for maintaining and improving DEA's data communications networks. Does DEA have plans to consolidate its data network with the Department and the FBI?

ANSWER:

DEA has a working Telecommunications Network. In our Office Automation project, we can accommodate either the DOJ or FBI approach. DEA is actively contributing to the design efforts of both the DOJ and the FBI.

QUESTION:

Since no funding was requested for the Department's consolidated Justice Telecommunications Network, will DEA require enhancements or extensions of its data network?

ANSWER:

Enhancements or extensions of DEA's network are not related to the funding for the Department's consolidated Justice Telecommunications Network.

QUESTION:

What portion of DEA's ADP and telecommunication systems is to be funded through the Organized Crime Drug Task Forces. If you are not going to fund these items through the task forces in 1986, please indicate where within your budget, funding for services previously provided with task force monies has been absorbed?

ANSWER:

The significant increases for ADP provided in the OCDE appropriation were to upgrade overall ADP capabilities to meet the additional demand brought on by the increased Drug Enforcement program activity. DEA has not reduced the amount of the ADP funding provided in the program.

QUESTION:

The budget justifications describe an office automation project that may cost over \$25 million. What communications networks will support this project, and how much of the total cost is for telecommunications?

ANSWER:

We were not able to identify the relationship of \$25,000,000 with DEA's Office Automation project, since that project will not cost that much in any one year. However, we did find a reference to over

\$25,000,000 in the second year of the "Full Encryption and TEMPEST system" request. The existing DEA network will support the Office Automation project and, at the current rates, will cost approximately \$2,200,000 per year.

QUESTION:

What are the savings or efficiencies that are expected to result from this project? Please provide documentation and a copy of any cost benefit analysis of this project to support the response.

ANSWER:

The Office Automation project is a response to the deficiencies in DEA's current capabilities identified in a study by the U.S. Air Force Federal Computer Performance Evaluation and Simulation Center (FEDSIM). The report "DEA Requirement Analysis" dated February 1983, was subsequently validated by the Office of Personnel Management (OPM) automation group and the Department of Justice. DEA expects to realize many efficiencies resulting from the Office Automation project. These include source data collection, electronic mail, electronic document transfer, standard workstations throughout DEA, local data processing capabilities, bar code inventory system for DEA property and drug evidence, high speed line printer, local statistics and graphics.

QUESTIONS SUBMITTED BY CONGRESSMAN O'BRIEN

DRUG ENFORCEMENT ADMINISTRATION

DEA Resources

QUESTION:

In your statement, you mention some of the notable accomplishments of the El Paso Intelligence Center (EPIC). Your FY 1986 request for the total intelligence activity includes 334 positions -- the same number requested for FY 1985. If intelligence is the first line of defense and operations like EPIC are so successful, why are you not requesting additional intelligence personnel?

ANSWER:

A principal objective of the Administration's 1986 budget is to continue all possible restraints in the area of Governmental spending. Increases for programs such as EPIC and the total intelligence activity of DEA must be weighed against this overall criteria. It should be noted that the resources proposed for 1986 for EPIC will permit the current level of activity to continue.

QUESTION:

Would revenue generated from the liquidation of drug-related seized assets be used to offset a portion of your operating costs?

ANSWER:

It is hoped that revenue from the disposition of drug-related seized assets, through the Asset Forfeiture Fund established by the Comprehensive Crime Control Act of 1984, would provide some capability to offset the increased costs of seizing assets. The details of the use of the Asset Forfeiture Fund are presently being developed.

Comprehensive Crime Control Act

QUESTION:

The Comprehensive Crime Control Act of 1984 will result in an increased workload for the Administration. What additional funds are you requesting to accommodate this workload?

ANSWER:

DEA has submitted a 1985 program supplemental, with the 1986 budget, for the Diversion Control program for 156 positions, and \$2,700,000 to administer portions of the Act. In addition, for 1986, the budget contains the full-year annualization of this program request for a funding total of \$10,443,000.

Other provisions of the Act are being or will be addressed within current resource levels in other programs. In the future, we will

continue to monitor the activity generated by the provisions of the Comprehensive Crime Control Act and determine the appropriate mechanism to respond.

Physical Security

QUESTION:

Since Colombian and other major narcotics traffickers have declared war on the DEA, its agents have been under siege. Death threats have been made on the lives of top agents, including yourself. What steps are you taking to secure DEA buildings and provide better protection not only to agents in the field but other personnel as well?

ANSWER:

Physical security has been upgraded for all offices, including but not limited to security guard service, security alterations, security protections such as intrusion detection and closed-circuit television systems, mail/package X-ray scanning devices, vehicle armoring, secure parking facilities, and emergency communications systems.

QUESTION:

Is this placing an added strain on the Administration's financial resources?

ANSWER:

Yes, DEA has committed \$2.8 million in 1985 alone for security problems being experienced. These costs were not anticipated when the year began, and have been absorbed within available enforcement resources.

QUESTION:

Do you believe you will require additional funds for physical security enhancements.

ANSWER:

That will more than likely be the case. At the present time we are reviewing the status of our resource availability and adjustments will be proposed as necessary.

Agent Camarena

QUESTION:

Have you made any further progress in the investigation of the death of DEA agent Enrique Camarena Salazar?

ANSWER:

Progress is being made in the investigation of Agent Camarena's abduction and murder. In Guadalajara, Mexico, one of the vehicles believed used in the abduction has been located. On April 4, 1985,

Rafael Caro-Quintero was arrested by Costa Rican authorities based on information supplied by DEA. He is one of the primary suspects in this matter.

Recently another major suspect in the investigation, Ernesto Fonseca Carrillo was arrested. Nearly 40 defendants in total have already been charged in connection with the Camarena murder or related events. In addition, a second car and a house believed to be used in the abduction and murder have been located and seized.

Foreign Government Involvement in Drug Smuggling

QUESTION:

Former U.S. Ambassador of Colombia Lewis Tambs and outgoing U.N. Ambassador Jeanne Kirkpatrick have suggested that the cooperation between drug traffickers in Colombia and revolutionary movements may be extensive, involving the governments of Cuba and Nicaragua. Do you have any evidence to suggest such a connection?

ANSWER:

Recent developments reveal that certain high-level officials of the Sandinista Nicaraguan Government conspired with Colombian drug traffickers to smuggle cocaine from Nicaragua into the United States. Although we lack conclusive evidence that this drug trafficking had official government sanction, the apparent involvement of some senior officials in a highly centralized form of government suggests at least tacit government approval of the operation.

We do have evidence that certain Cuban officials were involved in the movement of narcotics.

Drug Involvement in Texas and Fort Worth

QUESTION:

Because the drug interdiction effort in Florida has proven so effective, have you noticed a shifting or rerouting of drug traffic to other points of entry in the United States? Is the State of Texas one of these new points of entry?

ANSWER:

Law enforcement drug interdiction activities in South Florida have definitely disrupted the bulk marijuana traffic from Colombia. Currently, mothership activity has fallen off dramatically, with an attendant increase in air smuggling, particularly from Jamaica and the Bahamas. As a consequence of the disruption in the Florida traffic, other states along the Gulf Coast, particularly Texas, have witnessed an increase in marijuana smuggling, especially by aircraft. In the case of Texas, most of the illicit supply of marijuana originates in Mexico, and to a much lesser extent in Belize and Colombia.

The illicit cocaine traffic continues to be focused in South Florida, and has been disrupted to a lesser extent than marijuana. During the last four years, however, Colombian trafficking groups operating from Miami have dispersed multi-kilo level smuggling to other major areas

in the United States. Houston, as well as New York, Los Angeles, New Orleans and Washington, D.C. have been targets of increased multi-kilo shipments from Colombia. This pattern of dispersed smuggling will continue as long as demand for cocaine remains at record levels. During 1984 total cocaine seizures by DEA alone and in cooperation with other agencies totaled 11,742 kilograms as compared to 7,399 kilograms in 1983. Estimated U.S. consumption in 1984 approximated 90,000 - 95,000 kilograms.

QUESTION:

To what extent and in what capacity is the DEA working with local officials of the City of Fort Worth to combat the growing drug problem in the city and surrounding areas?

ANSWER:

DEA routinely participates in joint investigations with police authorities of the City of Fort Worth. DEA provides Special Agents to work in undercover and surveillance assignments, technical equipment, and funds for the purchase of evidence. Of particular importance to combating the drug problems at Fort Worth, DEA provides assistance to local police by making available Special Agents with training and expertise in the investigation of clandestine drug laboratories. Intelligence gathered by DEA relative to local drug traffickers is shared with local authorities.

QUESTION:

What kind of assistance is DEA currently providing to the City of Fort Worth with respect to this problem?

ANSWER:

In addition to working ongoing joint investigations, DEA is in the process, within currently available resources, of establishing a State and Local Task Force at Fort Worth. Letters of Agreement are now being signed with the Cities of Fort Worth, North Richland Hills, Arlington, Bedford, Hurst, Euless and the Tarrant County Sheriff's Office. It is anticipated that officers assigned to the task force will be deputized as Special Deputy United States Marshals.

QUESTION:

In your view, is there a need to provide direct Federal support to the City to deal with this problem?

ANSWER:

This area of the country, in company with a number of other locales, could benefit from a coordinated Federal/State and Local Task Force. There are a number of funding mechanisms available to meet the needs evidenced in the Fort Worth area.

DEA, within its available resources, will provide support, but also receive the benefit of experienced law enforcement assistance from the police departments in the area.

QUESTION:

Should a formal DEA drug task force be established in Fort Worth?

ANSWER:

DEA and the police departments in Fort Worth, North Richlands Hills, Arlington, Bedford, Hurst, and Euless, and the Tarrant County Sheriff's Office are in the process of preparing cooperative agreements to establish a Federal/State and Local Task Force to meet the escalating drug trafficking situation in the area.

QUESTIONS SUBMITTED BY CONGRESSMAN ROGERS

DRUG ENFORCEMENT ADMINISTRATION

Designer Drugs

QUESTION:

Designer drugs are non-controlled substances, produced synthetically and clandestinely, that are modifications of controlled substances. The Wall Street Journal recently reported that designer drugs are an enforcement nightmare even though new regulatory powers included in last years crime bill were designed to deal with the situation. The regulatory process for banning designer drugs has been shortened to 30 days, but producers are able to alter the composition of drugs to produce new ones in a very short period of time. The story concluded by saying that the continued proliferation of designer drugs could "topple the system of international drug control and render the war on drugs permanently unwinnable". How is DEA attempting to deal with this situation? How much money is being allocated to this effort?

ANSWER:

Although the term "designer drugs" is new, the phenomenon of producing analogs of controlled substances to circumvent the Controlled Substances Act (CSA) is not new (e.g. PCP analogs, hallucinogenic amphetamines, MDA, MDMA, MCMA). The application of this concept to the production of analogs of potent narcotics, however, has occurred only within the past five years.

Currently, the term "designer drugs" refers to analogs of the Schedule II synthetic narcotic analgesics, fentanyl (Sublimaze) and meperidine (Demerol). Since 1980, DEA laboratories have identified six fentanyl analogs which have been associated with at least 90 overdose deaths. The meperidine analog, MPPP, and its by-product, MPTP, were identified by DEA laboratories in 1982. MPTP caused Parkinson's disease in at least seven users in 1982. Both the fentanyl and meperidine analogs appear confined to portions of California and DEA has no evidence that they have spread to other areas of the country.

DEA has used both traditional and the newly enacted emergency scheduling provisions of the CSA to deal with "designer drugs". Alpha-methylfentanyl was placed into Schedule I in September, 1981 while 3-methylfentanyl will be in Schedule I effective April 25, 1985. 3-methylfentanyl is the most potent of the fentanyl analogs and has been associated with a majority of the overdose deaths since 1984. With the control of these substances, as well as fentanyl which is present as an impurity in some of these drugs, DEA will be able to pursue criminal investigations aimed at prosecuting those responsible for the production and distribution of these fentanyl analogs.

If DEA finds that MPPP/MPTP is again available in California, we are prepared to use the emergency scheduling provisions of the CSA to place MPPP in Schedule I. In October 1984, DEA seized a PCP laboratory which was operated by the same individuals who were suspected of producing MPPP/MPTP in 1982.

Although no specific monetary allocations have been made, DEA has devoted significant resources to the identification and scheduling of these substances. Additional resources will be used to pursue investigative efforts aimed at prosecuting the producers and distributors of these substances when appropriate.

The comments in the Wall Street Journal concerning the altering of the composition of the drugs and its impact on both the system of international drug control and the total effort against drug trafficking are purely conjecture at this time. The recently enacted emergency scheduling statute has just been used for the first time and it remains to be seen if traffickers can or will, in fact, negate its impact through rapid recombination of these compounds. At this time, DEA believes that existing legislation and resources are sufficient to address this problem effectively. However, we are constantly monitoring the situation and would be prepared to submit additional legislation if it proves necessary.

Protection of Agents

QUESTION:

The recent abduction and death of DEA agent Enrique Camarena Salazar raises some very serious questions about the protection of our DEA agents stationed overseas. Are any special steps being taken to provide increased protection? How would you describe the morale of our agents overseas? What would be the effect of providing additional agents?

ANSWER:

The special steps being taken to provide increased protection for DEA agents stationed overseas are: increased awareness of terrorism, increased staffing to allow the "partner system" of two agents traveling and working together, and specialized terrorism training for new agents being assigned overseas.

The morale of our agents overseas is higher than it has ever been in the opinion of DEA's staff. The effect of providing additional agents overseas would increase morale and allow for better protection in their environment.

South Florida Cocaine Laboratories

QUESTION:

There is increased evidence of major cocaine processing laboratories in South Florida. What is the primary reason for this new development, and what special steps are being taken by DEA to locate and shut-down these laboratories?

ANSWER:

When Operation Chem Con, a DEA Special Enforcement Operation, was initiated in November 1983, the DEA formulated plans to seek the cooperation of the world's producers of the essential chemicals required to manufacture cocaine -- ether, acetone and potassium permanganate.

One of the objectives of Operation Chem Con was to stop the Latin American cocaine consortium's ability to easily obtain the essential chemicals; we fully expected that this would cause the cocaine networks to move their clandestine laboratories to the chemical source of supply -- namely the United States, France and Germany -- where they would be more vulnerable.

In the Spring of 1984, Operation Chem Con became fully operational. Thusfar, approximately 16,125 fifty-five gallon drums of ether, 6,459 fifty-five gallon drums of acetone and 609 fifty-five gallon drums of hydrochloric acid have been seized in international commerce enroute to clandestine cocaine laboratories in South America. The ether is valued on the wholesale legitimate market at \$6,450,000, and would make 193,500 kilograms of cocaine worth approximately \$6,192,000,000 in the U.S. today.

Because of the seizures of essential chemicals the price of ether has risen from \$1,000 per fifty-five gallon drum one year ago to approximately six to seven thousand dollars in Colombia today, when it can be obtained.

Therefore, predictably in 1984 the cocaine consortiums began to more frequently smuggle their cocaine base into the U.S. in hopes of acquiring the essential chemicals for conversion. However, realizing this was to happen, DEA through Operation Chem Con established liaison with the ether industry, and is closely monitoring all U.S. sales from the manufacturer to the retailer. The results have been an increase in the seizure of cocaine laboratories, and the arrest in the United States of significant members of Latin American cocaine consortiums. With these arrests, will also emerge conspiracy indictments and requests for provisional arrest warrants and extradition for other major violators in Colombia.

Military Cooperation

QUESTION:

Since the 1982 amendments to the Posse Comitatus statute there are those who would contend that the Navy has provided the bulk of cooperative actions with civilian law enforcement officials. Would you say that this was an accurate analysis? Do you feel that more could be by the other branches?

ANSWER:

Insofar as DEA is concerned, all military services provide cooperation in accordance with their mandate. DEA has found the level of cooperation satisfactory.

Restrictions on Foreign Arrests

QUESTION:

Legislation has been introduced to repeal the restrictions of the Mansfield Amendment on a selective basis. This amendment to the Foreign Assistance Act prohibits officers or agents of the United States from participation in certain foreign arrest actions and

interrogations. Do you believe that total repeal or selective repeal would be advisable? If the amendment were repealed, what additional resources do you feel would be required?

ANSWER:

DEA is currently studying this matter for its impact on our overseas operations. In the near future, we will provide a response.

Drug Interdiction

QUESTION:

It has been well documented that the job of drug interdiction for the U.S. is a massive one, simply as a result of the length of our boundaries and the numerous means of entry--land vehicle, sea vessel, airplane. In an effort to deal effectively with a problem of such magnitude, advanced and expensive radar and other surveillance equipment has been used to stem the illegal flow of drugs by both air and sea transportation. How would you rate the cost efficiency of this type of effort, in terms of current seizure rates and the possibility that drug traffickers will continue to develop alternative means of moving drugs in the U.S.?

ANSWER:

Although narcotics traffickers have consistently sought to circumvent Government interdiction capabilities through the use of new and innovative smuggling techniques, methods of entering the largest quantities of drugs into the U.S. still involve air and sea transportation. The detection and capability created by sophisticated radar and surveillance systems not only provides for positive enforcement action, but also serves as a deterrent to smuggling attempts by traffickers by virtue of their knowledge of the very existence of such systems.

In fact, as law enforcement moves toward an increase in its usage of high-technology against drug smuggling, interdiction capability can be enhanced and the deterrent factor increased.

Marijuana Eradication

QUESTION:

The DEA has been considering plans for the eradication of cannabis from Federal lands. What is the current status of DEA's plans? At this time, what are the most likely alternatives for eradication, given cost, safety, environmental, public health and effectiveness consideration?

ANSWER:

DEA currently plans to support Federal land management agencies to eradicate manually all cannabis plants found on Federal lands in conjunction with state and local law enforcement authorities.

With regard to the second part of the question, DEA, in the short term is utilizing the manual eradication alternative to destroy

cannabis on Federal lands. DEA is in the process of preparing an Environmental Impact Statement (EIS) on the possible environmental and health implications associated with alternate methods of eradicating cannabis on Federal lands. This EIS will thoroughly review, research, and analyze all possible environmental and health effects associated with cannabis eradication. Eradication methods being considered include manual, mechanical, and herbicidal. Until this study is finished, it is premature to state what eradication method or methods DEA will use in its eradication program. The EIS should be finished by July 1985.

Offices and Staffing

QUESTION:

Please provide a listing of the number of DEA offices and the number of DEA personnel in each state.

ANSWER:

The number of DEA offices and planned staffing in each state as of March 31, 1985 follows:

	<u>Office</u>	<u>Staff</u>		<u>Office</u>	<u>Staff</u>
Alabama	2	12	Montana	1	4
Alaska	1	3	Nebraska	1	4
Arizona	4	71	Nevada	2	18
Arkansas	1	8	New Hampshire	1	3
California	11	382	New Jersey	2	66
Colorado	2	50	New Mexico	2	28
Connecticut	2	22	New York	5	410
Delaware	1	3	North Carolina	2	13
District of Columbia	1	70	North Dakota	1	3
Florida	10	317	Ohio	2	28
Georgia	3	66	Oklahoma	2	9
Hawaii	1	16	Oregon	2	16
Idaho	1	4	Pennsylvania	3	92
Illinois	2	144	Rhode Island	1	5
Indiana	2	24	South Carolina	2	14
Iowa	1	5	South Dakota	1	3
Kansas	2	13	Tennessee	3	17
Kentucky	1	6	Texas	14	278
Louisiana	3	78	Utah	1	6
Maine	1	5	Vermont	1	3
Maryland	1	47	Virginia	2	14
Massachusetts	2	75	Washington	3	64
Michigan	3	111	West Virginia	1	6
Minnesota	1	14	Wisconsin	1	8
Mississippi	1	6	Wyoming	1	4
Missouri	1	58			

QUESTIONS SUBMITTED BY CONGRESSMAN CONTE

DRUG ENFORCEMENT ADMINISTRATION

QUESTION:

Last night, one of the network news shows had a piece on the negative reaction, according to this report, in Mexico to the strong and highly public stand taken in the U.S. in regard to the recent murder of one of your agents. They showed a young widow of a Mexican drug enforcement agent who was also murdered recently. She expressed bitterness at the relative lack of attention to her husband's killing compared to the posthumous honors paid the U.S. Agent. The network report stated that this was a growing anti-U.S. feeling in Mexico in regard to drug enforcement activities in Mexico. One Mexican citizen stated that the U.S. should work harder on curbing the demand for drugs in the U.S. rather than continuing the drug enforcement activities in Mexico.

I wonder if you would like to comment on this report.

I bring this up because while we have supported, and will continue to support, DEA's Anti-Drug efforts in Mexico and elsewhere, we can also understand to some extent these attitudes on the part of our Mexican neighbors. We need to be very careful and to take every action necessary to insure that our drug enforcement programs are understood and supported by the vast majority of 75 million Mexican citizens or we will have bigger problems than drugs.

ANSWER:

Our sympathies are, of course, with the widow of the fallen Mexican agent, and I am sure that if events were interchanged and a Federal Mexican Drug Enforcement agent were kidnapped and brutally murdered in the United States, then a higher public awareness would have been demonstrated in a similar outpouring of public sympathy.

In regard to the Mexican citizen who feels that we should expend more efforts in our own country, it must be understood that our national strategy is not only one of an enforcement program dedicated to supply reduction in foreign countries, but rather a comprehensive strategy of demand and supply reduction. Our efforts are more steadfast in the enforcement of the law in the United States than they are in programs in Mexico. Drug abuse and trafficking is a global problem that cannot be solved by one approach or by one country. We must attack the problem on all sides to achieve progress.

QUESTION:

Also in regard to this problem of operating drug enforcement programs in other sovereign nations, what kind of coordination and information sharing do you in DEA have with other agencies of the Government, such as the State Department, the Defense Department and the Security Community?

You are in a nasty business, and you have to step on some toes, to put it mildly, to do your job. I just want to know if other agencies with contacts with these other Governments are being kept informed

about your activities so that they might help you in the area of public relations. USIA should be able to be of some help in this regard, too.

ANSWER:

In those foreign countries with a DEA presence, DEA is a functional part of the U.S. Mission and reports to the U.S. Ambassador as do other U.S. agencies. Within each U.S. Mission, the Department of State has assigned one or more officers from the International Narcotics Matters Bureau (INM) or a narcotics coordinating officer.

These individuals work very closely with DEA to ensure full cooperation and coordination among all U.S. Mission elements. Additionally, the DEA Country Attache is in regular contact with USIA, the Defense Attache Officer, State Department Security Officers and other U.S. Mission officers to cooperate with these agencies and share intelligence as appropriate.

DEA Headquarters routinely meets with the headquarters elements of various U.S. intelligence-gathering agencies which work in foreign countries to insure the sharing and coordination of intelligence. DEA also has Memoranda of Understanding with certain of these agencies which specifically address the need to share and coordinate intelligence.

In summary, DEA is very much a part of the United States intelligence-gathering and reporting community and receives the necessary cooperation and coordination from other U.S. Government entities. Each U.S. Ambassador and the various elements within the U.S. Mission are aware of DEA's task and are sensitive to the security concerns that are ever present.

**DEPARTMENTS OF COMMERCE, JUSTICE, STATE,
THE JUDICIARY, AND RELATED AGENCIES AP-
PROPRIATIONS FOR FISCAL YEAR 1986**

WEDNESDAY, APRIL 24, 1985

HEARINGS

BEFORE A

**SUBCOMMITTEE OF THE
COMMITTEE ON APPROPRIATIONS
UNITED STATES SENATE**

NINETY-NINTH CONGRESS

FIRST SESSION

ON

H.R. 2965

AN ACT MAKING APPROPRIATIONS FOR THE DEPARTMENTS OF COM-
MERCE, JUSTICE, STATE, THE JUDICIARY, AND RELATED AGENCIES
FOR THE FISCAL YEAR ENDING SEPTEMBER 30, 1986, AND FOR OTHER
PURPOSES

COMMITTEE ON APPROPRIATIONS

SUBCOMMITTEE ON COMMERCE, JUSTICE, STATE, THE JUDICIARY, AND RELATED
AGENCIES

PAUL LAXALT, Nevada, *Chairman*

TED STEVENS, Alaska
LOWELL P. WEICKER, JR., Connecticut
WARREN RUDMAN, New Hampshire
MARK O. HATFIELD, Oregon
ARLEN SPECTER, Pennsylvania

ERNEST F. HOLLINGS, South Carolina
DANIEL K. INOUE, Hawaii
DALE BUMPERS, Arkansas
LAWTON CHILES, Florida
FRANK R. LAUTENBERG, New Jersey
JOHN C. STENNIS, Mississippi
(Ex Officio)

Committee Staff

RICK SPEES
JOHN SHANK
SANTAL MANOS

WARREN W. KANE (*Minority*)
MARILYN WASHINGTON

U.S. SENATE,
SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS,
Washington, DC.

The Subcommittee met at 9:35 a.m., in room S-128, the Capitol,
Hon. Warren Rudman presiding.

Present: Senators Rudman, D'Amato, Specter, Hollings, Chiles,
Bumpers, and Lautenberg.

DEPARTMENT OF JUSTICE

DRUG ENFORCEMENT ADMINISTRATION

STATEMENT OF JOHN C. LAWN, ACTING ADMINISTRATOR DRUG
ENFORCEMENT ADMINISTRATION

ACCOMPANIED BY:

FRANK V. MONASTERO, ACTING DEPUTY ADMINISTRATOR

DONALD P. QUINN, ASSISTANT ADMINISTRATOR FOR OPERA-
TIONAL SUPPORT

CHARLES R. NEILL, CONTROLLER, DEPARTMENT OF JUSTICE

JOHN R. SHAFFER, DIRECTOR, BUDGET STAFF, DEPARTMENT OF
JUSTICE

BUDGET REQUEST

Senator RUDMAN. The Committee will be in order. Today, the committee will review the fiscal year 1986 budget request for the Drug Enforcement Administration, the FBI and the Legal Services Corporation. We will reschedule the Securities and Exchange Commission for a later time.

Our first witness is John Lawn, Acting Administrator of the Drug Enforcement Administration. The budget request for the DEA totals \$345,671,000 for fiscal year 1986.

Mr. Lawn, Due to our very heavy schedule, and due to the fact that the leadership has scheduled a meeting of Republican Senators at 11, we would appreciate it if you could keep your testimony compressed. That should be good news for witnesses; you will have less questions to answer here. However, you may have other questions to answer later for the record. Your entire statement will be put into the record. I understand you are going to waive giving a summary of that, am I correct on that?

Mr. LAWN. Yes.

[The statement follows:]

PREPARED STATEMENT OF JOHN C. LAWN
ACTING ADMINISTRATOR
DRUG ENFORCEMENT ADMINISTRATION

Mr. Chairman and Members of the Subcommittee:

I am pleased to come before you to discuss the budget request of the Drug Enforcement Administration. During my tenure as Deputy Administrator of DEA, this subcommittee has been supportive of our efforts. I want to thank you for this support.

I am pleased to report that there have been some encouraging signs this year which demonstrate continued progress in our drug enforcement efforts:

- * Serious crime in our Nation has decreased over the past two and one-half years. Given what is known about the relationship between drugs and crime, we can see that the Federal drug strategy, formulated at the beginning of this Administration, is having a definite impact. I believe our efforts are making a difference in the Nation's well-being.
- * Abuse of several of the more harmful drugs has stabilized according to the latest available data. The number of heroin addicts has stabilized at approximately one-half million, and the abuse of dangerous drugs has decreased by 12 percent.

According to data released by the National Institute on Drug Abuse (NIDA) in FY 1984, young people in the United States continued to record what has become a four-year decline in reported abuse of such drugs as marijuana, amphetamines, and barbiturates. For example, the number of high school seniors using marijuana on a daily basis is estimated to be 5.5 percent. This is the lowest level of reported use since the Government began keeping such statistics in 1975.

DEA recorded noteworthy increases in arrests, convictions, drug seizures and cannabis eradication during FY 1984. These solid accomplishments point to increased enforcement effectiveness.

One point should be emphasized. Continuing the momentum of our enforcement efforts will depend upon a continuing willingness to commit the necessary resources and cooperative efforts. Much more needs to be done. I must point out enforcement alone is not the answer. It is only one of the five elements of the Federal strategy.

BUDGET REQUEST

DEA's budget request for FY 1986 is for a total of \$345,671,000 and 4,564 permanent positions, of which 2,210 are agents. This represents a net increase of 134 positions and \$15,683,000 above the 1985 enacted level. Included in the proposed net increase is the full-year cost for a 1985 supplemental request for 156 positions to implement the administrative revocation provisions of the 1984 Comprehensive Crime Control Act, other management initiatives and uncontrollable changes and 22 fewer administrative positions.

AGENCY MISSION AND ROLE

DEA is the lead law enforcement agency responsible for investigating drug trafficking within the United States and the sole United States agency authorized to conduct foreign cooperative investigations.

Additionally, DEA has the responsibility to regulate and monitor the manufacture and distribution of controlled substances. DEA also is responsible for providing central leadership, management and coordination for intelligence relating to the suppression of illicit drugs.

The effectiveness of drug law enforcement has been improved through closer working relationships with law enforcement agencies at the Federal, State and local levels.

DEA/FBI CONCURRENT JURISDICTION

One of the many important drug law enforcement initiatives undertaken by this Administration was granting to the FBI concurrent jurisdiction with DEA to investigate violations of Federal drug laws.

DEA/FBI coordination of targets and investigations has become routine in both the field and headquarters. The number of joint DEA/FBI investigations has steadily increased since concurrent jurisdiction was implemented in 1982. There were 789 at the end of the FY 1984—a 233 percent increase over FY 1983. Similarly, in FY 1984, there was a total of 391 narcotic-related Title III investigations, of which 179 were conducted jointly by DEA and the FBI. This represents a 280 percent overall increase in the use of drug related Title III investigations and a 337 percent increase in the number conducted jointly between 1982 and 1984.

FBI participation in drug enforcement has increased Federal drug investigative resources by approximately 50 percent. The FBI is developing and substantiating connections among drug trafficking groups and both traditional and non-traditional organized crime organizations. Its expertise in money laundering, public corruption cases, assistance with fugitive apprehension, and technology has augmented the success of DEA.

I believe DEA has been effective in pursuit of the National Strategy to Prevent Drug Abuse and Drug Trafficking, as indicated by the following:

DOMESTIC ENFORCEMENT OPERATIONS

In the Domestic Enforcement program, the major thrust is the reduction of illicit narcotics and dangerous drugs domestically through enhanced coordination and intelligence sharing; and effective cooperation among Federal/State and local authorities. The maintenance of continuous investigative pressure on traffickers has led to increased arrests, prosecutions, and convictions of major violators, and forfeiture of their financial asset. Other achievements include:

- * The DEA rate of arrests has gone from less than 1,000 per month in FY 1980 to nearly 1,100 per month in FY 1984. Arrests in those cases targeted at the top echelon, or Class I cases, have increased approximately 40 percent. Convictions are up from about 400 per month in FY 1980 to more than 900 per month in FY 1984.
- * During this same time period, increases in drugs removed from traffic were also significant. Cocaine removals were up 380 percent and totalled 11.7 metric tons in FY 1984. Marijuana seizures increased 270 percent and heroin seizures increased 80 percent.
- * During FY 1984, DEA investigations also accounted for the seizure of 190 clandestine laboratories, including 120 methamphetamine, 18 PCP and 17 cocaine laboratories.

ORGANIZED CRIME DRUG ENFORCEMENT OPERATIONS

The formation of 13 Organized Crime Drug Enforcement Task Forces, to target the highest level of organized crime and drug trafficking, has made a major contribution to the national drug enforcement effort. These task forces

utilize resources from nine Federal agencies. In addition, maximum cooperation is promoted among State and local officers from over 100 law enforcement agencies who participate in 40 percent of Task Force cases. The success of the program has been impressive. From FY 1983, when the program was implemented, to the end of FY 1984, DEA participated in 747 cases initiated, 342 of which resulted in indictments.

OTHER COOPERATIVE DOMESTIC OPERATIONS

State and Local Task Forces

To complement the Federal drug enforcement effort, DEA provides leadership in gaining the effective participation of State and local resources toward the drug reduction efforts, with a minimal investment of Federal resources, freeing resources to target higher level traffickers. The State and Local Task Force program unites DEA Special Agents and State and local police officers into drug enforcement units in selected geographic areas. These task forces facilitate intelligence sharing among the participating agencies and provide the ability to target mid-level traffickers who prove difficult to investigate by only a single agency. By the end of 1984, 23 State and Local Task Forces were operational. This program resulted in 2,476 arrests during FY 1984. This program provides a good return on the Federal Government's investment.

Cannabis Eradication Program

The DEA domestic cannabis eradication/suppression program was established to ensure a coordinated effort between Federal, State, and local agencies involved in the eradication of cannabis cultivated in the United States. DEA's role, within current resource levels, is to encourage State and local eradication efforts and to contribute funding, training, equipment, investigative, and aircraft resources. The program has expanded from seven states in 1981 to 48 states in 1984.

In calendar year 1984, State and local eradication teams were responsible for the arrest of 4,941 individuals, the seizure of over 1,400 weapons and the destruction of almost 13 million plants (of which approximately 27 percent were the highly potent, highly cultivated sinsemilla variety). Also, 650 green houses used for growing cannabis were raided. This type of expensive cultivation shows that our efforts are becoming more effective as the growers attempt increasingly to conceal their cannabis crop.

EPIC

DEA operates the El Paso Intelligence Center (EPIC) which is a repository for tactical intelligence leads used to track the domestic and international movement of drugs, aliens and weapons. Nine Federal agencies participate in EPIC. Intelligence exchange agreements were completed with the last of the 50 state police organizations in 1984.

In FY 1984, EPIC processed 282,000 intelligence inquiries. EPIC data assisted in the seizures of 85 aircraft, 176 vessels, 36,000 pounds of cocaine, and 2.5 million pounds of marijuana. EPIC's unique, interagency cooperative approach is also being used as a prototype for the development of similar centers on a regional/statewide basis in this country and several foreign nations. Examples include the California Narcotics Information Network and intelligence centers in Venezuela and the Federal Republic of Germany.

INTERNATIONAL OPERATIONS

Through its Foreign Cooperative Investigations program, DEA works closely with the Department of State to control international drug trafficking. DEA carries out international activity by providing technical advice, investigative cooperation, intelligence exchange, diplomatic initiative assistance and the training for foreign officials sent to the United States as well as the providing of instructors to teach in the host countries. DEA provides a world-wide link in drug intelligence. There are currently 200 agents stationed in 60 foreign cities in 41 countries throughout the world. Internationally, it has become difficult to keep track of the so-called "record seizures," for they are being made on a regular basis, and each one is much larger than the last:

- * Through a DEA monitored enforcement program, Mexico seized 10,000 tons of cannabis plants, which would have yielded 2,000 net tons of marijuana, and were growing in non-traditional areas.

The raid also freed 7,000 migrant workers held by drug traffickers and seized a heroin processing laboratory.

- * Based on DEA information, the Colombian government seized seven cocaine laboratory complexes and 10 tons of cocaine. Ambassador Lewis Tambo described the operation as the "largest drug raid ever in the world."

In 1984, there were notable successes, supported by DEA, in diplomatic initiatives to control drugs.

- * Colombia implemented eradication programs for both marijuana and cocaine, and began extraditing Colombian drug traffickers wanted for prosecution in the United States.
- * As a result of a conference co-sponsored by DEA, eleven Latin American countries, Canada and the United States determined that a cooperative regional communications and intelligence center for Latin America would be established.

OPERATION CHEM CON

One of the most promising international drug control programs is Operation Chem Con. It is an effort to monitor and control the distribution of chemicals needed to manufacture illicit drugs from the raw plant material. In order for this program to be successful, DEA must foster the cooperation of legitimate chemical manufacturers and law enforcement personnel from many nations. The Governments of Panama, Colombia, Brazil and others have played major roles. For example, a 55 gallon drum of ether, which retails for about \$180 in the U. S. now costs a Colombian cocaine manufacturer upwards of \$10,000. By making ether prohibitively expensive and unobtainable, we can restrict cocaine production, and hopefully its availability.

Given these successes, DEA is now applying these techniques to control production of other illicit drugs. For example, we are now monitoring acetic anhydride for heroin and the precursor chemicals needed to manufacture methamphetamine and PCP.

VIOLENCE AND TERRORISM

All nations are profoundly concerned by the increasing willingness of narcotics traffickers to use terrorist-type violence. The senseless

assassination of Justice Minister Lara in Bogota in 1984 sparked a major expansion of Colombia's anti-narcotics program. The recent wave of killing of law enforcement officers in Mexico, including DEA Special Agent Enrique Camarena Salazar has strengthened the resolve of narcotics control agencies on both sides of the border. Agent Camarena's tragic death was a great loss to this agency and to his comrades.

DIVERSION CONTROL

DEA also enforces provisions of the Controlled Substances Act which pertain to the manufacture and distribution of controlled substances for medical and research purposes.

The Diversion Control program is responsible for the detection and prevention of diversion of drugs from legitimate channels.

Four types of investigations are conducted under this program:

- periodic unannounced investigations of drug manufacturers and wholesalers;
- criminal investigations of targeted registrants who are high-level violators;
- pre-registrant investigations which are conducted prior to the approval of DEA registration applications; and
- administrative revocation investigations of registrants which could result in the denial, suspension or revocation of a DEA registration based on public interest grounds.

Another purpose of the Diversion Control program is to identify international drug shipments which are destined for illegal smuggling operations. Through diplomatic and operational efforts, DEA has effectively curtailed the diversion of foreign-source methaqualone into the United States and has stimulated many initiatives and control measures taken by foreign governments, Interpol and the United Nations to reduce the international diversion of legitimate drugs and essential chemicals.

Other diversion related activities include the registering of all legitimate drug handlers, establishing manufacturing and production quotas of Schedule I and II substances, monitoring all imports and exports of controlled substances, and assisting State and local governments in their efforts to suppress drug diversion.

During FY 1984, DEA conducted 226 criminal investigations and 667 periodic unannounced investigations of DEA registrants resulting in 165 arrests and approximately \$2 million in fines, penalties and asset removals. As a result of the 667 periodic, unannounced investigations conducted, corrective action was taken against 258 firms. A substantial increase in diversion investigator positions is being requested to implement the new administrative revocation provisions of the Comprehensive Crime Control Act of 1984. With this staffing increase, DEA could reduce the level of diverted drugs by an estimated additional 100 million dosage units per year.

PREVENTION AND EDUCATION

Preventing drug abuse before it starts is the long-range solution to resolving the drug problem. We, in Federal law enforcement, have a unique sensitivity and perception as to the consequences of drug abuse. DEA is involved in its most ambitious prevention activity to date. DEA is reaching out to young people through a joint drug prevention venture with athletes in the Sports Drug Awareness Program. The FBI, the National Football League, along with its Players Association, the International Association of Chiefs of Police and the Office of Juvenile Justice and Delinquency Prevention all are supporting this program through the National Association of High School Athletic Coaches.

As a former coach, I am particularly sensitive to the need for such an effort. I believe the impact we can expect to make by reaching the younger generation of students through a vehicle to which they can better relate is great. Our goal is to reach 48,000 coaches in 20,000 high schools across the country who can in turn help us use 5.6 million student athletes as role models. These athletic leaders will exert positive peer pressure to keep other youths away from drugs. Due to the crucial needs and demands of the program, we are already expanding the scope of its activity. In the first six months of this program, over 3,000 coaches received information or training and over 100,000 specially prepared sports and drug abuse publications were distributed. Phase II of the program was expanded in November of 1984 to include 41 organizations to reach up to 57 million young people.

ORGANIZATION SUPPORT

I would also like to take this opportunity to acknowledge the important role which the DEA support staff plays in drug law enforcement. Our special agents are effective in our enforcement efforts because of the

assistance they receive from the professional staffs in intelligence, science and technology, training, analytical testing laboratories, and logistical support.

COMPREHENSIVE CRIME CONTROL ACT OF 1984

I would like to conclude with a comment concerning the Comprehensive Crime Control Act of 1984.

For DEA, the impact will be great: increased trafficking penalties and bail reform; establishing administrative registrant revocation in diversion control; emergency drug scheduling; enhanced asset seizure and forfeiture authority; and uniform sentencing.

On the whole, we welcome this statute as an important signal to criminals and to the international community, that our Government means business in drug crime control.

This concludes my statement, Mr. Chairman. I shall be pleased to answer any questions you or other members of the subcommittee might have.

INTRODUCTION OF SENATOR D'AMATO

Senator RUDMAN. I believe what I am going to do, because my friend Senator D'Amato has a real conflict in his schedule this morning, is yield to Senator D'Amato. Then I will have some questions myself. We may also have other members here by that time, and we will give you questions for the record.

Senator D'Amato?

FISCAL 1986 OMB SUBMISSION

Senator D'AMATO. Thank you very much, Mr. Chairman. I am deeply appreciative of your courtesy in regard to this matter. Mr. Chairman, I have a copy here of the fiscal year 1986 budget request that the DEA originally submitted to OMB. Unfortunately, this original request is not the one subsequently submitted by OMB to the Congress.

Instead, OMB forwarded to this committee a request, in my view, that is simply not adequate. I urge the members of this committee and yourself, Mr. Chairman, to reject this watered-down version. I urge them, instead, to provide DEA with an increase of \$53 million, or 12.5 percent over this year's level and an additional 300 drug enforcement agents and 200 support personnel.

This is what DEA requested from OMB; this is what DEA justified as necessary, and this, Mr. Chairman, is what I believe DEA should get. Really, we are talking about the people of the Nation. DEA's original budget request would reinforce our drug law enforcement capability by doing a number of very successful things: It would reinforce the Organized Crime, Drug Enforcement Task Forces; it would go into our domestic enforcement positions; it would create positions for a foreign cooperative investigation effort that is so very important.

I am going to ask, Mr. Chairman, that the balance of my remarks be included in the record as if read in their entirety.

Senator RUDMAN. Without objection, they will be.

[The statement follows:]

PREPARED STATEMENT OF HON. ALFONSE D'AMATO
U.S. SENATOR FROM NEW YORK

THANK YOU, MR. CHAIRMAN, FOR THE OPPORTUNITY TO BE HERE TODAY.

MR. CHAIRMAN, I HAVE HERE A COPY OF THE FY 1986 BUDGET REQUEST THAT DEA ORIGINALLY SUBMITTED TO OMB. UNFORTUNATELY, THIS ORIGINAL REQUEST IS NOT THE ONE SUBSEQUENTLY SUBMITTED TO CONGRESS.

INSTEAD, OMB FORWARDED TO THIS COMMITTEE A REQUEST THAT IS SIMPLY NOT ADEQUATE, AND I URGE THE MEMBERS OF THIS COMMITTEE TO REJECT THIS WATERED-DOWN VERSION. I URGE THEM INSTEAD TO PROVIDE DEA WITH AN INCREASE OF \$53 MILLION, OR 12.5%, OVER THIS YEAR'S LEVEL, AND AN ADDITIONAL 300 DRUG ENFORCEMENT AGENTS AND 200 SUPPORT PERSONNEL.

THIS IS WHAT DEA REQUESTED. THIS IS WHAT DEA JUSTIFIED AS NECESSARY. THIS IS WHAT DEA SHOULD GET.

DEA'S ORIGINAL BUDGET REQUEST WOULD REINFORCE OUR DRUG LAW ENFORCEMENT CAPABILITY BY CREATING:

-- 250 ADDITIONAL POSITIONS FOR THE HIGHLY SUCCESSFUL ORGANIZED CRIME DRUG ENFORCEMENT TASK FORCES;

-- 94 DOMESTIC ENFORCEMENT POSITIONS TO SUPPORT THE ADMINISTRATION'S SPECIAL FOCUS ON HIGH-LEVEL TRAFFICKING ORGANIZATIONS;

-- 10 POSITIONS FOR THE FOREIGN COOPERATIVE INVESTIGATIONS PROGRAM TO EXPAND THE COOPERATIVE OPERATIONS THAT WE ARE UNDERTAKING WITH FOREIGN COUNTRIES TO REDUCE DRUG PRODUCTION AND TRAFFICKING BEFORE THE DRUGS EVER REACH OUR SHORES;

-- 31 POSITIONS FOR THE DIVERSION CONTROL PROGRAM TO COMBAT THE ILLICIT DIVERSION OF PRESCRIPTION DRUGS;

-- 16 POSITIONS TO UPGRADE OUR DRUG INTELLIGENCE OPERATIONS HERE AND ABROAD; AND

-- 78 POSITIONS TO PROVIDE LABORATORY SUPPORT FOR ORGANIZED CRIME DRUG ENFORCEMENT TASK FORCE (OCDETF) CASES, AND EXPAND DEA'S COMMUNICATIONS, AIR SUPPORT, DATA PROCESSING, AND OTHER TECHNICAL CAPABILITIES.

MR. CHAIRMAN, THE JUSTICE DEPARTMENT'S 1985 REPORT ON OUR DRUG TASK FORCES CLEARLY INDICATES THAT WE ARE NOT WINNING THE BATTLE AGAINST DRUGS AND DRUG TRAFFICKERS.

ABOUT COCAINE, IT SAYS: "THE GLUT REMAINS...THE ABUSE OF COCAINE IS WIDESPREAD AND GROWING."

ON HEROIN: "THE SMUGGLING OF OPIATES INTO THE UNITED STATES... INCREASED IN 1983-84."

ON DANGEROUS DRUGS: "THE USE OF PCP INCREASED IN 1983 AND AGAIN IN 1984."

IF WE DO NOT WANT TO READ THE SAME REPORT ABOUT THIS YEAR, MR. CHAIRMAN, WE HAVE A RESPONSIBILITY TO RESET OUR PRIORITIES, AND SUPPORT DEA'S ORIGINAL BUDGET REQUEST.

THANK YOU, MR. CHAIRMAN.

Drug Enforcement Administration

DEA REQUEST

Salaries and Expenses

Summary Statement

Fiscal Year 1986

The Drug Enforcement Administration is requesting for 1986, a total of \$391,803,000, 4,946 positions, and 4,682 workyears. This request represents program increases of \$52,544,000, 508 positions, and 380 workyears over the base for 1986.

The primary mission of the Drug Enforcement Administration is to enforce the controlled substances laws and regulations of the United States of America, and to recommend and support non-enforcement programs aimed at reducing the availability of illicit controlled substances on the domestic and international markets. This mission makes DEA the lead agency responsible for the development of overall Federal drug enforcement strategy, programs, planning and evaluation.

This request contains five budget activities incorporating sixteen programs. The five budget activities are: Enforcement of Federal Law and Investigations; Intelligence; Research and Engineering; Support Operations; and Program Direction. The major initiatives and resource requests for 1986 for these activities and attendant programs are summarized below.

Enforcement of Federal Law and Investigations.

This enforcement activity represents 68.2 percent of DEA's appropriation request for 1986. The principal programs of this activity are Domestic Enforcement, Organized Crime Drug Enforcement (OCDE), Foreign Cooperative Investigations, Diversion Control, and State and Local Assistance. In support of the Administration's efforts against drugs, DEA will continue to place the largest amount of its resources and investigative talent into ensuring that drug traffickers are apprehended, their drugs removed from the marketplace, and their profits and financial assets are confiscated.

A program increase of 385 positions, 288 workyears, and \$31,494,000 is requested in this activity over the 1986 base level. A major portion of this increase pertains to the OCDE program (250 positions, 187 PTE workyears, and \$19,841,000). Substantial enhancements have also been included for Domestic Enforcement (94 positions, 70 PTE workyears, and \$9,517,000) to support the Administration's special focus on high-level trafficking organizations. In order to strengthen DEA's overseas operations, and support the Administration's "source of supply" enforcement strategy, additional resources have been requested for the Foreign Cooperative Investigations program (10 positions, 8 PTE workyears, and \$1,303,000). Additionally, the Diversion Control program would be enhanced (31 positions, 23 PTE workyears, and \$833,000) to permit the implementation of a new Compliance Technician program and improve the State Assistance program.

Intelligence.

This activity represents 5 percent of the 1986 request. This program collects, analyzes, and disseminates drug information in support of DEA, other Federal, State, and local efforts to interdict or suppress the illicit movement of drugs. Additionally, this activity allows for the exchange of criminal drug information between DEA and its foreign counterparts.

A program increase of 16 positions, 12 workyears, and \$2,064,000 is requested in this activity over the 1986 base level. This enhancement would permit DEA to fully meet National Intelligence Estimates survey data requirements, and substantially upgrade intelligence collection and processing operations at the El Paso Intelligence Center.

Research and Engineering.

This activity represents about one percent of DEA's 1986 appropriation request. This program develops and provides specialized covert equipment, operational engineering, and scientific support to enforcement and intelligence activities.

No program increases are identified for this activity in this appropriation request.

Support Operations.

Support Operations represent approximately 20 percent of DEA's 1986 appropriation request. The principal programs under this activity are DEA Laboratory Services, DEA Training, Technical Operations, ADP and Telecommunications, and Records Management. This activity provides the training and the equipment to meet the demands of DEA's mission objectives. It includes the maintenance of all investigative records, the entire DEA communications system, and a technical equipment program that includes aircraft operation.

The substantial program increase in this activity reflects DEA's commitment to the modernization and improvement of its communications and data processing technology. This effort will require 78 positions, 59 workyears, and \$17,990,000 above the 1986 base level. Primary enhancements are to provide laboratory support for OCDE efforts, enhance DEA's investigative equipment and air support, modernize and expand DEA's ADP systems, and provide rotational and specialized training to DEA personnel.

Program Direction.

This activity consists of two programs: Executive Direction and Control, and Administrative Services. These programs total approximately 6 percent of the 1986 request. Included in these programs are the executive direction, administrative, legal, planning, public and congressional relations, inspections, and financial management functions of DEA.

A program increase of 29 positions, 21 workyears, and \$996,000 is requested to provide increased staffing and support for these functions. These increases will strengthen selected headquarters-based functions, e.g., accounting and personnel management.

Salaries and expensesSummary StatementFiscal Year 1986

The Drug Enforcement Administration (DEA) is requesting a total of \$345,671,000, 4,564 permanent positions, and 4,428 full-time equivalent workyears for 1986. This represents an increase of \$9,177,000 in funding, a decrease of 22 permanent positions, and an increase of 107 full-time equivalent workyears over the 1985 anticipated appropriation of \$336,494,000, 4,586 permanent positions, and 4,321 full-time equivalent workyears. These amounts include a program decrease of \$2,225,000, 22 positions, and 22 PTE workyears, and net uncontrollable increases of \$11,402,000 and 129 PTE workyears.

President Reagan has stated his intention to permanently eliminate organized crime as a force in the U.S. economy and as a threat to domestic peace and safety. Drug trafficking, with its enormous profits, is an attractive endeavor for both traditional and non-traditional organized crime. DEA's mission supports the President's goal by ensuring that drug traffickers are apprehended, their drugs removed from the marketplace, and their profits and financial assets confiscated. Our existing programs have had success. Organizational changes, management improvements, expanded DEA/FBI investigations and cooperation, enhanced cooperation with other agencies, and State and local assistance have further contributed.

Despite these successes, the resources of criminal enterprises have vastly increased during the past several years.

The DEA 1986 request continues the momentum of the drive against organized crime and drug trafficking. In doing so, DEA continues to stress the Organized Crime Drug Enforcement (OCDE) effort, the elimination of production in source countries, and participation in the administration's intensified interdiction efforts.

This request will provide for the ongoing operation of DEA programs and the recognition of resources required for new initiatives.

Enforcement of Federal Law and Investigations

The Domestic Enforcement program's goal is to reduce the availability of illicit narcotics and dangerous drugs in the domestic marketplace, and to disrupt the drug traffic through the arrest and prosecution of major violators and the removal of their financial assets.

The Foreign Cooperative Investigations program objectives are to motivate and assist foreign countries in the development of drug law enforcement and ancillary programs to reduce the supply of illicit drugs produced, processed, and destined for ultimate delivery to the United States. DEA provides expert advice, authorized investigative and intelligence sharing, and training in those foreign areas deemed most critical to the reduction of drugs destined for the U.S. These activities encourage the development and implementation of substantive intergovernmental enforcement and intelligence exchanges. The on-going base program will be continued.

The Diversion Control activity encompasses the investigation and prevention of the diversion of legitimately produced controlled substances. This includes (a) registering legitimate manufacturers and dispensers of controlled drugs, (b) determining points of diversion into the illicit market, (c) conducting targeted investigations of major violators, (d) conducting periodic investigations of manufacturers, wholesalers, and import/exporters, (e) investigating pre-registrants, (f) scheduling and classifying controlled drugs, (g) authorizing imports and exports, (h) establishing manufacturing quotas, and (i) providing assistance and guidance to the states. Through this program, DEA has been instrumental in persuading foreign governments to control the production and distribution of dangerous pharmaceuticals. The on-going base program which includes resources requested in the 1985 supplemental to administer the Administrative Revocation provisions of the 1984 Comprehensive Crime Control Act, will be continued.

The State and Local Assistance program addresses cooperative law enforcement activities with state, county, and local authorities which benefit the Federal drug enforcement program. Included under this program are training programs for law enforcement officers and forensic chemists, laboratory support for law enforcement agencies, and support for law enforcement activities of the Federal/State and local task forces. The ongoing program will be continued.

Intelligence

Activities include the collection, analysis, and dissemination of drug and drug related information in support of DEA, other Federal, State, and local efforts to interdict or suppress the illicit movement of drugs. This provides a systematic approach to the identification of traffickers and the assessment of their vulnerabilities. It also supplies information for policy determination and enforcement strategy development. An additional dimension of this program is the exchange of criminal drug information between DEA and its foreign counterparts. The on-going base program will be continued.

Research and Engineering

This research program supports the enforcement and intelligence functions through the development of specialized covert equipment, operational engineering, and scientific support.

Support Operations

This program provides (a) laboratory analysis of evidence and expert testimony in support of investigation and prosecution of drug traffickers, (b) training programs for all levels of DEA operational personnel, (c) maintenance of an effective technical equipment program, including aircraft operations, (d) provision of ADF and record management systems, and (e) the provision of responses to requests made under the Freedom of Information and Privacy Acts.

Program Direction

This program provides the overall management and direction of DEA. Included in this program is (a) the development of coordinated and definitive policy, program analysis and planning, (b) budget preparation and financial management, (c) congressional and public affairs, (d) legal counsel, and (e) administrative support functions. The base program will be continued, but with the proposed reduction of 22 positions and \$2,225,000 in compliance with the Administration's decision to reduce management and administrative-type functions throughout the Government.

MAGNITUDE OF DRUG PROBLEM

Senator D'AMATO. Mr. Chairman, some of the media characterized the exchanges that some of us had with Attorney General Meese, that I indicated we were not winning the war on drugs. There were some who indicated that I did not feel that we are winning. I would like to think that we have undertaken an active engagement of the enemy; that we have more clearly defined them; that we are in mortal combat; that that has been absent heretofore.

But the reports are still serious; there is a cocaine glut; heroin continues; PCP, something which is manufactured here within this country, angel dust, powers much of the violent crime, and particularly the youth of America are endangered by this.

I just simply believe that we must continue to increase the resources and to use our intelligence community and network if we are going to win that battle. I have just one question, Mr. Chairman, and the others I would ask if I could submit for the record.

Senator RUDMAN. They will be submitted for the record.

USE OF RESOURCES REQUESTED OF OMB

Senator D'AMATO. Mr. Lawn, I have a copy here of the DEA's original budget request submitted to OMB. This request would have provided your agency with significantly more resources than does the current bottom line request. Please tell this committee what you would have done with these additional resources.

Mr. LAWN. Senator D'Amato, as you indicated in your initial statement, when the submission was made, we had anticipated that of the 300 agents included in the submission, the greater majority would have been allocated to the Organized Crime, Drug Enforcement Task Forces around the country and to domestic enforcement operations. I think of the 290 agents requested, 272 special agents would have been utilized in those two critical functions.

Senator D'AMATO. Have those functions of the Organized Crime Task Force been successful? Has this been money well spent, in your opinion?

Mr. LAWN. I think the Organized Crime, Drug Enforcement Task Forces have been most effective. I think they have exceeded the expectations of most, including my own, after 2 years.

Senator D'AMATO. Is that battle line stretched thin? Are your personnel operating, in some cases, around the clock, in some cases, as many as 72 hours without time off?

Mr. LAWN. I think our agent personnel are working extremely hard; I'm really proud of the work that they are doing, but I think that the hours that are consumed in law enforcement are not something recent. We have been doing that for a considerable period of time. I think that comes with the territory.

NEED FOR ADDITIONAL AGENTS

Senator D'AMATO. Is there a need for additional agents in the field with the Organized Crime Task Force?

Mr. LAWN. We are utilizing more agents in the Organized Crime, Drug Enforcement Task Forces than we had been scheduled to use because of the effectiveness of that particular program. Certainly, there are Judicial Districts in this country in which there is no DEA presence, and there are U.S. Attorneys in those districts who are vying for a DEA presence.

However, it is a question of priorities. We know there is a deficit. We know that all of us must do what we can because of the deficit, and we have prioritized the work that must be done against this epidemic of drugs. We believe that in the 1986 budget, we can certainly continue to hold the line.

SENATOR DENTON'S STATEMENT RECOMMENDING ADDITIONAL RESOURCES

Senator D'AMATO. Mr. Chairman, I have here a statement from Senator Denton, whose Subcommittee in the Judiciary Committee, I believe, will be considering the request that I have made in terms of authorizing additional manpower. Senator Denton has asked me to submit his statement for the record.

Senator RUDMAN. That statement will be put in the record of this hearing.

[The statement follows:]

PREPARED STATEMENT OF HON. JEREMIAH DENTON

U.S. SENATOR FROM ALABAMA

At the DEA Oversight and Budget Authorization Hearing for Fiscal year 1986, before the Subcommittee on Security and Terrorism, which I chair, I noted with displeasure our inability in this country to get a firm handle on the drug problem which rends the moral fabric of our society and corrupts the minds of our youth. I also stated that some of our priorities are misplaced in government, considering the amount of resources we apply to different problems. I noted that we allow pitifully little for the war on drugs in comparison with other programs.

In consideration of this, and recognizing the heroic efforts that DEA has made with its limited resources, I am recommending to my Subcommittee, and the full Judiciary Committee, that DEA be expanded in both agent and support personnel. I propose an increase of 500 positions to be divided between agent and support personnel as DEA sees fit. In view of the successes scored by the Organized Crime, Drug Enforcement Task Forces, I would recommend that DEA devote some of its own resources to that program. I am pleased to join with my colleague, Senator D'Amato, in this endeavor.

I realize that money and personnel are not the answer to every problem we face; but I feel that additional resources in the fight against illegal drugs is essential—it is the most appropriate response we can make at this time. And, the war on drugs, save national defense, is the most important responsibility in government today.

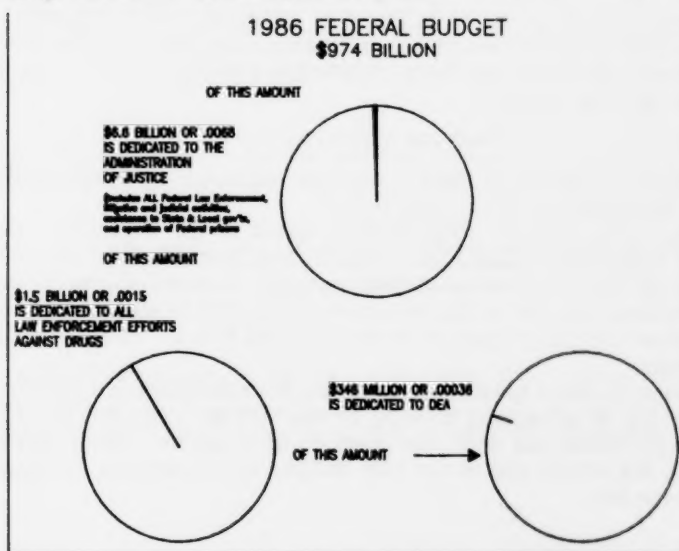
JOB DONE BY DEA AGENTS

Senator D'AMATO. Mr. Chairman, I believe that the DEA and its personnel have done an absolutely heroic job in taking on a battle with limited resources against, in certain cases, a better organized and better financed opponent, the major drug traffickers, who are international in scope. I personally witnessed last week a situation where agents worked 72 hours around the clock. They are dedicated, but they are stretched out. We need more of those resources.

Mr. Lawn, let me commend you for your leadership. I think it has been inspirational. I see the men out in the field. They want to do that job, and I just think it is important that we dedicate more of our resources.

CHART ON NATIONWIDE ALLOCATIONS OF RESOURCES

The chart up here that Senator Denton provided indicates that in terms of nationwide allocations of resources, only one-tenth of 1 percent of all of our Federal budget is being used in the battle against drugs. Mr. Chairman, thank you very much.



BUDGETARY CHART

USE FOR ADDITIONAL FUNDING

Senator RUDMAN. Senator D'Amato, before you leave, I would put the question a little bit differently, maybe a little bit more directly than Senator D'Amato. That is unusual, because there are usually very few people who ask questions that are more direct than Senator D'Amato.

[Laughter.]

Senator RUDMAN. I would put it this way: if the elected representatives of the people had a different priority than those drones with green eyeshades that sit in the basement of OMB—

[Laughter.]

— and decided to give you another some odd million dollars, maybe somewhere in the \$50s, which would fulfill what the original request was, could you use the money usefully—deficits aside—could you use the money usefully?

Mr. LAWN. Senator, let me respond if I could, in this way.

Senator RUDMAN. I would like a very direct answer to that, sir.

Mr. LAWN. Yes or no?

Senator RUDMAN. Yes, I would.

Mr. LAWN. Yes.

Senator RUDMAN. Good.

[Laughter.]

Senator D'AMATO. He is in deep trouble now with OMB.

Senator RUDMAN. I don't think so. He responded to a very direct question as he ought to have.

Senator D'AMATO. Senator, I don't know whether it is your influence that has mellowed me—[Laughter]—or my influence that has sharpened you.

[Laughter.]

Senator RUDMAN. One of the two.

Mr. LAWN, would you like to further expand on that answer?

Mr. LAWN. Yes, I would, Mr. Chairman. We have expressed our concern about the drug problem. We have expressed the successes that we have had in dealing with the drug problem, both domestically and internationally. We have also expressed our belief that this battle will not be won with current resources, nor will it be won in this fiscal year or the next fiscal year.

We think the battle will go on for the next decade, but it is going to require, during the next 10-year period, increased resources, not only in enforcement, but also in education. In giving you the positive answer, I think over the next 10 years, it is going to require considerably more resources.

Senator RUDMAN. We appreciate your directness. We also understand the constraints that you operate under. Obviously, this subcommittee and the Senate must assess its own priorities. There is very strong feeling in the Senate, not only on this committee, but generally, that this is a very high priority.

I would yield to my friend from Florida, Senator Chiles, who, obviously, has as deep a concern about this problem as anyone in the Senate.

Senator Chiles?

USE OF ADDITIONAL RESOURCES REQUESTED FROM OMB

Senator CHILES. Thank you, Mr. Chairman.

It is my understanding, Mr. LAWN, that at DEA, we know you did seek a significant increase for the Crime Enforcement Program, 250 positions and \$19,847,000. Would you outline for me some of the actions that you planned to take with this additional manpower?

Mr. LAWN. I will ask Frank to speak to that.

Mr. MONASTERO. I think that as Mr. Lawn indicated earlier, a lot of that would go to, if you are talking about in 1986—

Senator CHILES. Right.

Mr. MONASTERO. The increase in 1986?

Senator CHILES. That is right. What did you plan to do with it?

Mr. MONASTERO. I think as Mr. Lawn indicated, most of that would go into the OCDE program, the Organized Crime, Drug Enforcement Task Forces program. It would have made up what we really had already put into that program and what, in other words, had been diverted from other domestic operations.

Senator CHILES. With respect to the Domestic Enforcement Program, what additional efforts were anticipated in terms of targeting high level trafficking organizations if a significant number of new positions were funded?

I note that you asked for 94 positions and \$9.5 million.

Mr. MONASTERO. Yes. Priorities keep shifting, Senator. One of the things we would do right now immediately, if we were in the position of doing this, would be to concentrate more heavily on the organizations which are affecting us out of Mexico, for instance, and those that are affecting us out of Colombia. That would be another area where we really wanted to concentrate, the domestic area. We would probably put a greater emphasis on organizations affecting us from those countries.

OVERSEAS OPERATIONS

Senator CHILES. What is the problem in getting all the DEA offices overseas connected to the NADDIS system? What difficulties are posed for unconnected offices?

Mr. LAWN. We, again, have prioritized the connecting of our overseas offices to the NADDIS terminals, and in many instances, it is a question of finances or in other instances, it is a question of dedicated lines. But each of our overseas offices is on a schedule for this.

Senator CHILES. With Customs officers now being posted in overseas assignments, what steps are being taken to prevent the turf battles that we saw taking place back in the mid-1970's?

Mr. LAWN. About 2 years ago, we initiated an agreement with the Customs Service. We would cross-designate Customs personnel to work in title XXI violations in drug law enforcement and they would give us the names of those personnel. We would cross-designate them for a designated period of time, and this program has been working very effectively for us.

Senator CHILES. Do you think you can do that without getting a renewal of those bylaws?

Mr. LAWN. Yes, sir, I'm sure we can.

Senator CHILES. A recent House Foreign Affairs staff report recommended that DEA offices in South America receive increases in personnel and resources. That would seem essential if an enhanced enforcement strategy is to succeed. In this budget, are any additional resources being requested for the foreign cooperative investigation program?

Mr. LAWN. We are looking at a 10 percent increase of our foreign staffing. However, the only increases we were looking for in the 1986 submission was for the diversion control amendments in the Comprehensive Crime Control Act.

DESIGNER DRUGS

Senator CHILES. The word is out in Miami that a synthetic heroin is out on the streets and may have already resulted in one death. I know DEA has emergency scheduling powers as a result of last year's Crime Control Act. What other steps do you think are necessary to prevent designer drugs from becoming the narcotics problem in the future?

Mr. LAWN. We are following the designer drug issue very closely. We are working very closely with HHS. I think, in fact, today we published the first of the emergency scheduling actions which were authorized in the Comprehensive Crime Control Act. We are following this very closely.

Senator CHILES. Are we not going to have to find some effective way of defining an illegal drug. Now, even if you have 30 days' notice in designer drugs, you change one molecule, and boom, you are off and running again. They tell me they can stay ahead of us forever on that kind of a basis. Aren't we going to have to make some other kind of definition or, if we have to, go after it like we went after machine guns, where you have to license it or you have to do something affirmative so we could make a crime out of this before we try to track the 30 days notice?

Mr. LAWN. Senator, we are following that very closely in case we need to ask for some legislation to be introduced which would assist us in this area. But it is such a new area, it would be very premature for us to talk in those terms.

Senator CHILES. I have introduced a bill on that. Of course, we are asking the National Drug Enforcement Policy Board, through the Attorney General, to come up and give us some definitions. Certainly, you are going to be called on to do that. We hope to have hearings pretty quickly in the Judiciary Committee on that bill.

We really need to hear from you. This is something I don't think we can allow to get away from us. We know it is in California. It now looks like it is in Florida. It is so simple for them, and given the small amount of dollars needed to set up a lab and the fact that they are even skirting the law right now in doing it, I think we have got to try to get in front of this wave.

Mr. LAWN. Yes, sir. I agree with you, Senator.

Senator CHILES. I thank you, Mr. Chairman. I have some other questions to submit for the record.

NEW JERSEY STAFFING

Senator RUDMAN. They will all be submitted for the record. I would ask my colleagues, Senator Lautenberg and Senator Hollings. I have a bit of a time problem this morning in that we scheduled a number of agencies, and Senator Dole has called a Conference of Republicans at 11:00. I am going to continue the hearing, obviously, but we have fairly limited time. So to the extent that you could submit any questions for the record, I would appreciate it. I don't want you to feel constrained if you have something to ask.

Senator LAUTENBERG. Thank you.

Senator RUDMAN. Not that Senator Lautenberg has ever been constrained.

Senator HOLLINGS. Were you invited?

[Laughter.]

Senator LAUTENBERG. They never include us.

[Laughter.]

Senator LAUTENBERG. On to something serious. For a light moment we escaped it, some of the problems that we have, but they are there. I am from New Jersey, and as you know, we have serious problems throughout our State. You are above the ceiling in terms of personnel. We are glad to see that. The job requires that we have more agents than prescribed. I think 37 is the ceiling for all of New Jersey, and we are operating now with 42. That is my figure.

We have a serious problem in the Camden area, and the surrounding area; that is the western part of our State. New Jersey is small, but nevertheless, when you have to apply the kind of surveillance and review that you do, even a short distance between Camden and Atlantic City is pretty large. Do you know the area?

Mr. LAWN. Yes, sir.

Senator LAUTENBERG. Would it make sense to have a field office in Camden in terms of your ability to operate more efficiently?

Mr. LAWN. Senator, I have to say that we look at these things very, very closely. We have asked our personnel in New Jersey, specifically, the agent in charge in Newark, to give us a continuing assessment of the changing patterns. He has not recommended to us that we open an office in Camden because the traffickers are flexible.

We try to show flexibility working out of the headquarters at our end, but if it were necessary for us to look at something like that, we most certainly would.

Senator LAUTENBERG. You are covering that area, generally, out of Atlantic City right now. Of course, Atlantic City is just growing; money is there and that attracts drug peddlers and drug users.

Are you able to cover all of the responsibilities as you would like to see them with the staffing levels that you have got right now?

Mr. LAWN. Senator, I think we are. We can't forget the fact that the FBI was given concurrent jurisdiction in 1982, and while we have fewer than 40 special agents in DEA in your State, there are probably several hundred FBI agents, many of whom are working in drug law enforcement in New Jersey.

AGENT STAFFING LEVEL

Senator LAUTENBERG. Is the problem growing in New Jersey to your knowledge? I can tell you that it is. It is very serious in the high schools; all of the things that you see in most of the States in the country. I would urge that you review the situation in New Jersey; see what the incidence of arrest is, the incidence of drug-related crime is; even to find out through our State police, our motor vehicle department what the incidence of drug-related driving is. All of those effects would help you in determining what your manpower levels ought to be.

You said in your prepared statement, and I quote you, "Continuing the momentum of our enforcement efforts will depend on continuing willingness to commit the necessary resources and cooperative efforts. Much more needs to be done." That is a quote.

How many agents are on board right now?

Mr. LAWN. 2,210.

Senator LAUTENBERG. 2,210. What is the current personnel ceiling for you?

Mr. LAWN. I believe there are 2,255 agents on board. 2,210 is our current ceiling. We have an agent class in training. By the time the agents in training are prepared to enter the world of drug law enforcement, with attrition, we could have fewer than that.

Senator LAUTENBERG. Is the attrition retirement?

Mr. LAWN. Retirement, in some cases; personnel moving on to other endeavors in others.

MORALE AND PROPOSED PAY REDUCTION

Senator LAUTENBERG. Do people like working for the Drug Enforcement Administration?

Mr. LAWN. I certainly hope so.

Senator LAUTENBERG. It is a tough business?

Mr. LAWN. It is a tough business.

Senator LAUTENBERG. It is made easier with pay cuts, though. I guess. It kind of sharpens the fact, I guess, a little bit.

Mr. LAWN. I don't think, Senator, anyone is in this line of work because of the money.

Senator LAUTENBERG. Right. But they might want to get out of it if there is not some sense of the responsibilities that they undertake, and if the pressure on them is to do more, work harder, take risks—there are plenty out there—and to get less to sustain one's family in the process, that is not very encouraging, either to morale, or ultimately to the high productivity. Isn't that basically it?

NEED FOR ADDITIONAL RESOURCES

Mr. Chairman, in respect of your request, I will not pursue the verbal questions anymore. I will submit written questions.

I salute you, Mr. Lawn, and the job you are doing and your agency. It is commendable. I don't think you have enough people to do the job. The problem grows, maybe exponentially, and we are dealing, arithmetically, with very small numbers in terms of agents.

Senator RUDMAN. Thank you, Senator Lautenberg. I think that you will find that a majority of this subcommittee will agree with that. We already discussed that just before you got here. We discussed the original request, which was substantially reduced by OMB, and asked a very direct question. The Acting Administrator indicated that certainly, additional people could be used productively, and this is something I think the subcommittee will talk about when we eventually get to work in marking this up.

Senator LAUTENBERG. Thank you.

Senator CHILES. If that is your testimony, Mr. Lawn, could you support it?

Mr. LAWN. The question I was asked was yes or no, and I said yes, yes, sir.

[Laughter.]

Senator CHILES. You asked for 300 more, didn't you?

Mr. LAWN. Yes, sir, we asked for about that many new agents in our OMB submission.

INITIATING INCREASE PROGRAMS THROUGH 1985 SUPPLEMENTAL

Senator HOLLINGS. Couldn't we get a start on that in the supplemental? That is just not my own opinion; it is the opinion of the federal judges. I think one of the best ways to control drugs is to get some good hanging judges. I have got a bunch of them. We are running them all back down to Florida now to some extent as a result.

But it is a very, very extensive area to be covered there. Every time I ask the judges what would they have, they feel sorry for the agents with all the cases they are missing and trying to keep up with only eight agents in Charleston. I know you have 21 in Fort Lauderdale, but only eight in Charleston, which is for our whole coastline. I know you have a lot of our kids living in Fort Lauderdale, but those eight are for the whole coastal area of South Carolina that was famed for liquor running back in the prohibition days. That kept the Southern Railroad going, bringing in that liquor.

[Laughter.]

Senator CHILES. Bad liquor.

Senator HOLLINGS. That is true; all kinds of stories were written about it, all the little islands. I wish Peter Dominick was here. His father owned a big island, and that was one of the places to land, up on the beach.

Senator BUMPERS. Were you opposed to that?

Senator HOLLINGS. Yes.

[Laughter.]

NEW AGENT STAFFING FOR SOUTH CAROLINA

Senator HOLLINGS. You just cannot cover the coastal area of South Carolina with only eight. It is just that with an officer in charge—and those fellows know, to your credit—you can't cover all that area with just those people. There is no way to deal with that. I wish you would look at that. What did you have scheduled for the South Carolina coast if you had 300 additional agents?

Mr. LAWN. When we scheduled our priorities, we were scheduling them on the broad-band issues and not on particular geographic areas

in the country, Senator, but the agents would certainly go to the areas that are the most vulnerable to drug trafficking, and based upon the coverage, South Carolina would certainly be deserving.

Senator HOLLINGS. Thank you, Mr. Chairman. I will submit the rest of my questions in writing.

Senator RUDMAN. Thank you very much, Senator Hollings.

Senator BUMPERS?

AGENT QUALIFICATION STANDARDS

Senator BUMPERS. Mr. Lawn, what are the qualifications that you use for hiring a DEA agent?

Mr. LAWN. We have a standard set by the Office of Personnel Management. We have become more restrictive than required by the Office of Personnel Management. We are using the same hiring standards that are currently being used by the Federal Bureau of Investigation.

Senator BUMPERS. Does that require a college degree?

Mr. LAWN. Yes, it does.

Senator BUMPERS. Are you flooded with applicants?

Mr. LAWN. Yes, sir, we are.

Senator BUMPERS. Do you have more than enough to choose from?

Mr. LAWN. Yes, sir. We are in the fortunate situation of having many qualified young men and young women who are desirous in assisting the country in this epidemic.

Senator BUMPERS. What kind of training do they get before they get in the field?

Mr. LAWN. We have an extensive basic training course at the Law Enforcement Training Center in Glynnco of 12 weeks. Many of the personnel, many of the applicants, in addition, I think about 80 percent of our new agent classes that have gone through in recent years, have prior law enforcement experience, predominantly in the area of drug enforcement.

AGENT STAFFING

Senator BUMPERS. I didn't get here in time for your testimony. How many more agents are you asking for?

Mr. LAWN. We had asked for no additional agents from 1985 through 1986.

Senator BUMPERS. How many do you have?

Mr. LAWN. We have 2,255 agents.

Senator BUMPERS. Do you think that is enough? Or are you dishonoring the President's retrenchment of this program?

Mr. LAWN. No, sir. As I said, this drug battle will be with us for a long time. I would say that we won't see substantial reduction in this country for the foreseeable future, unless over the next few years, considerable resources are given to drug law enforcement; considerable monies; and the commitment continued that we now have from not only the Federal sector, but the private sector and citizen groups in desiring that something be done about this drug problem.

DEA ARRESTS AND CONVICTIONS

Senator BUMPERS. Final question. How many arrests did DEA make last year, and how many convictions did that result in?

Mr. LAWN. The arrest figure, Senator, I would have to submit for the record. We are averaging 1,100 arrests a month, and our conviction figures over the past 3 years have doubled. I think there are 400—

Senator CHILES. From what to what, though?

Mr. LAWN. From 400 a month to, I think, about 900 a month.

Senator BUMPERS. So you are getting 900 convictions out of 1,100 arrests. Would that be a fair conclusion from what you just said?

Mr. LAWN. Yes, sir. Statistically, yes, sir.

Senator BUMPERS. I would like to see a definitive answer to that question for the record, if you don't mind.

Thank you, Mr. Chairman.

[The information follows:]

DRUG ENFORCEMENT ADMINISTRATION

ARRESTS AND CONVICTIONS FY 1980-84

Arrests and convictions reported to DEA Headquarters during the past five fiscal years are shown in the attached table.

An average of nearly 1,100 arrests per month were made in FY 1984, representing a 13-percent increase over the monthly average of FY 1980. More importantly, the number of arrests in Class I cases, which are targeted at the highest level of drug traffickers and organizations, increased by 40 percent between FY 1980 and FY 1984.

Comparing arrests and convictions reported during the same fiscal year is problematic. As noted on the attached table, arrests and convictions for the same fiscal year do not necessarily refer to the same persons; months or years may pass between an arrest and subsequent conviction. Second, reporting quality controls introduced in FY 1983 are responsible for part of the increased convictions for FY 1983 and FY 1984, as compared to previous years. Our improved data base more accurately reflects the true level of convictions resulting from DEA arrests.

DEA field offices have reported 10,000 convictions, over half of them violators arrested in Class I or II cases, to DEA Headquarters during each of the past two fiscal years.

DEA ARRESTS BY GEOGRAPHIC DRUG ENFORCEMENT PROGRAM CLASS OF CASE

	Class case				Total
	I	II	III	IV	
Fiscal year:					
1980.....	4,084	1,480	3,848	2,142	11,554
1981.....	4,701	1,783	4,430	2,429	13,343
1982.....	4,621	1,755	3,901	1,910	12,187
1983.....	5,246	1,660	4,079	2,116	13,001
1984.....	5,730	1,653	3,946	1,778	13,107
Percent 1980-84 change..	40	12	3	-17	13

DEA CONVICTIONS BY GEOGRAPHIC DRUG ENFORCEMENT PROGRAM CLASS OF CASE

	Class case				Total
	I	II	III	IV	
Fiscal year:					
1980.....	1,692	676	1,523	1,193	5,084
1981.....	1,823	717	2,022	1,020	5,582
1982.....	2,128	848	1,979	965	5,940
1983.....	3,581	1,301	3,432	1,677	9,991
1984.....	4,298	1,354	3,392	1,795	10,839

SUBMITTED QUESTIONS

Senator RUDMAN. Thank you very much. I thank my colleagues for keeping the questions short this morning, but there will be a number of questions for the record. I have about a dozen questions which are fairly detailed. We will submit those to you for the record. We will give you ample time to answer them. We appreciate your being here this morning.

Mr. LAWN. Thank you.

[The following questions were not asked at the hearing, but were submitted to the Department for response subsequent to the hearing:]

QUESTIONS SUBMITTED BY SENATOR LAXALT

DRUG ENFORCEMENT ADMINISTRATION

Increased Resources

QUESTION:

The increases requested for next year are only annualizations of the increases mandated this year by the Comprehensive Crime Control Act of 1984 to address the problem of diversion of controlled substances. There are no increases requested for any of your other programs. Why aren't you asking for more resources to continue to improve the excellent record you have achieved over the last few years?

ANSWER:

Certainly there are numerous investigative opportunities which could be pursued with increased resources. The Nation's drug enforcement effort will not be successful without increased resources at all levels. The current level of resource commitment, however, is significant. The infusion of FBI investigative staffing and the staffing from several other Federal law enforcement agencies through the Organized Crime Drug Enforcement Task Forces has made a substantial impact. More can and will be done in the future.

QUESTION:

According to your justification, "the resources of criminal enterprises have vastly increased during the past several years." We know they are also becoming more dangerous. Do you believe we can respond to the new challenges with the same level of resources next year?

ANSWER:

With a careful and vigorous prioritization of the available resources--DEA, FBI, Customs, Coast Guard, the military, and state and local--we will respond to the changing nature of the drug traffic.

Physical Security

QUESTION:

Now that overseas criminal enterprises are retaliating physically against your people what steps have you taken to protect your employees overseas?

ANSWER:

Physical security has been upgraded for all offices, including but not limited to guard service, alterations, and other protections such as intrusion detection and closed-circuit television systems, mail/package X-ray scanning devices, vehicle armoring, secure parking facilities, and emergency communications systems.

The specific steps being taken to provide increased protection for DEA agents stationed overseas are: increased awareness of terrorism; reallocation of staffing to allow the "partner system" of two agents traveling and working together; and specialized terrorism training for new agents being assigned overseas.

Heroin Abuse/Availability

QUESTION:

According to your justification, "overall heroin abuse and availability appears to have increased since October of 1983." Why is the availability on the increase?

ANSWER:

Circumstances which affect the availability of heroin vary by country and geographic region. For this reason, it may be most useful to summarize briefly the nature of the circumstances within the three major supply sources of heroin. The information follows.

Mexico. The current decline of Mexico's socio-economic conditions caused by inflation and devaluation of Mexican currency and corruption has aided well entrenched Mexican heroin trafficking families/organizations to expand their opium cultivation beyond the traditional cultivation areas of the Sierra Madre Mountains in the States of Durango, Sinaloa and Chihuahua. Favorable weather, improved agricultural technology and plentiful labor has created a "bumper" opium crop in Mexico.

Southwest Asian Heroin. The majority of the heroin refining laboratories are in the northern tribal areas of Pakistan. These tribal chiefs do not totally recognize the Government of Pakistan as the controlling authority. It takes a military action by Pakistan to enter the tribal areas and destroy heroin laboratories. Many of the tribes live in Afghanistan and Pakistan, extending across a common border.

There is no DEA influence on opium production activities in the countries of Afghanistan or Iran.

Southeast Asian Heroin. There is no legitimate government authority that exercises control of opium production in the Golden Triangle area. Insurgency groups exercise control over opium and acetic anhydride smuggling into the heroin refineries along the Thai/Burmese border.

QUESTION:

How are you responding?

ANSWER:

DEA has initiated a Special Enforcement Operation called PRE-LAB. We are tracing the movement of acetic anhydride from the manufacturers to the users. This will identify illicit users of acetic anhydride. We will limit the amount of acetic anhydride available for illicit utilization and track selected shipments to heroin conversion laboratories.

DEA has established a Special Enforcement Operation in Pakistan, HINDU KUSH, to develop intelligence and encourage laboratory and narcotic enforcement action within the tribal areas of the Northwest Frontier Province, particularly within the Khyber Agency. This will enable DEA to guide the Pakistani Government in controlling the heroin production in Pakistan, therefore limiting the supply to the U.S.

QUESTION:

Do you need more resources to help?

ANSWER:

Immediate and ongoing response to the problem is being generated from within our current experienced staff, and we are having an impact. To further enhance our efforts in this and other high priority areas, we are examining, with the Department, strategies for providing additional resources.

Cocaine Oversupply

QUESTION:

According to your justification, "There has been an oversupply of cocaine, with a consequent decline in wholesale prices in selected cities, and recent data show that the decline in price is beginning to show at the retail level." Yet we know your seizures are way up. Does this indicate that the problem is of greater magnitude than anyone originally anticipated?

ANSWER:

The price decline of cocaine was attributable to several factors. While the price was high, trafficking groups in source countries increased coca cultivation and production to meet the increased demand as well as to profit from the escalated prices. The increased production ultimately created a glut in the market which forced prices downward. It does not necessarily mean that current production and availability are of greater magnitude than anticipated, but rather that the increased cultivation and production have produced stockpiles for a number of years and, traffickers' efforts to reduce these stockpiles have resulted in lower prices at the wholesale and retail levels.

QUESTION:

How are you responding to this situation?

ANSWER:

Increased efforts to obtain even greater cooperation from the Governments of Bolivia, Peru and especially Colombia are beginning to show results. As a result of these efforts and a number of internal political factors, including the assassination of the Colombian Minister of Justice, the documentation of drug trafficker ties to rebel-terrorist groups and internal political pressures, the Colombian Government has initiated a crop eradication program and has begun extraditing Colombian fugitives to the United States for prosecution. Peru and Bolivia have also initiated programs aimed at eradication of coca. Meetings have been held with officials of other South American countries including Brazil and Argentina to increase their awareness of the use of these countries for coca cultivation and production of cocaine. Also, DEA continues its efforts to monitor the worldwide movement of ether, the critical precursor chemical for conversion of cocaine base to cocaine HCL. DEA is increasing its staffing in South America and the Caribbean to increase enforcement efforts, train host country officials, and create a presence which will result in maximum cooperation of foreign governments.

QUESTION:

Do you need more resources?

ANSWER:

As noted above, there are numerous opportunities which could be pursued with increased resources. The current level of resource commitment from DEA, as well as other Federal law enforcement agencies is significant, however, and is making a definite impact.

Military Cooperation

QUESTION:

Your justification discusses participation of the military in drug intelligence operations. How do you coordinate with the various branches of the military in an ongoing investigation?

ANSWER:

Initial coordination with the various branches of the military is most always at the headquarters level of DEA and the Department of Defense at the Pentagon. Upon the identification of need for the other's assistance, DOD and DEA headquarters elements first resolve any possible agency conflict with law, or mandate and then proceed accordingly.

QUESTION:

How would you rate the cooperation you have received?

ANSWER:

Cooperation received by DEA from the various branches of the military has been excellent.

QUESTION:

You state in your justification that "foreign supply reduction efforts via eradication have not kept pace with U.S. programs and consequently U.S. cocaine availability continues to escalate." What actions do you recommend the U.S. take to improve the situation?

ANSWER:

Although a number of source countries have initiated eradication programs, these programs have been, to date, conducted on a limited basis. There are any number of reasons for this. The coca cultivation areas are often in isolated locations and are generally well protected. Manual and/or chemical eradication therefore becomes an expensive process. Economics plays an ever constant role with the source countries claiming they cannot afford the costs of manual eradication. Chemical eradication has not been a viable alternative until recently because there was no tested safe and effective herbicide.

The U.S. Government can assist source countries in the development of eradication programs by supplying necessary equipment, including aircraft and helicopters to transport law enforcement personnel and for use in chemical eradication, by supplying technical expertise both in the use of equipment and in the development of viable intelligence and law enforcement capabilities, by supplying tactical intelligence, by advocating and assisting source countries in implementing crop substitution programs and by maintaining diplomatic pressure to assure a proper level of commitment and accomplishment in eradication programs.

QUESTION:

What U.S. governmental agencies are involved in this effort?

ANSWER:

Along with DEA, the U.S. State Department is the primary U.S. Government agency directly involved with eradication. The State Department utilizes assets of other departments including the Department of Agriculture.

QUESTION:

Afghanistan is one of the world's major opium producers. Do you have any evidence that the Soviet occupation forces are participating in the drug trade?

ANSWER:

DEA is not currently in possession of intelligence that indicates the Soviet occupation forces are trafficking in drugs. However, there is intelligence that Soviet occupation forces are using drugs.

State and Local Task Forces

QUESTION:

Your justification calls the Federal, state and local task force program an essential element of the national drug strategy. Several cities have approached the Committee to indicate their desire to establish additional task forces. Each city has expressed its willingness to put up its share of the needed resources. Why aren't you expanding this program?

ANSWER:

DEA presently fully funds 26 State and Local Task Forces. Within available resources, DEA has expanded the program. During the past eighteen months, task forces have been established and funded in seven cities as follows:

Baltimore, Maryland	Burlington, Vermont
Honolulu, Hawaii	Reno, Nevada
New Orleans, Louisiana	Louisville, Kentucky
San Juan, P.R.	

In addition to these, funded expansions have taken place in Chicago and Detroit. We also are operating additional task forces where expenses are shared.

QUESTION:

Relative to all your programs, how valuable is the Federal, state and local task force program?

ANSWER:

DEA's State and Local Task Force Program has shown excellent enforcement results. The program is cost efficient and serves as a vehicle for fostering and maintaining a harmonious relationship between state, local and Federal law enforcement officials.

The program has resulted consistently in over 2,000 arrests per year with a very high conviction rate. About 30% of these arrests are in the Class I and Class II case categories.

Joint Investigations-Customs

QUESTION:

Last year, we discussed an initiative whereby Customs agents could investigate drug cases with the permission and under the supervision of DEA. How do you believe this program has worked?

ANSWER:

This program has worked well. When properly utilized, additional manpower as well as investigative expertise of U.S. Customs personnel are significant factors in more effective drug enforcement efforts.

QUESTION:

How often do you deny Customs permission to conduct joint investigations?

ANSWER:

Very rarely, if ever, are requests for joint investigations denied. This is due to the efforts of DEA and U.S. Customs field managers in ensuring that requests for delegation of Title 21 authority are valid and necessary. The usual reason for denial of delegation of Title 21 authority is that the proposed activities of U.S. Customs Agents are not sufficiently oriented toward specific investigative or programmatic goals.

QUESTION:

How many joint investigations were conducted last year?

ANSWER:

On 20 separate occasions, Title 21 authority was requested and approved for U.S. Customs Agents. The number of both U.S. Customs Agents and investigations are significantly greater, as requests often involve multiple agents/investigations. Not counted, of course, are those cooperative investigations where Title 21 authority is not appropriate.

DEA/FBI Merger

QUESTION:

Do you anticipate a merger between DEA and the FBI within the next year?

ANSWER:

The ultimate objective of the Department of Justice is to assure that we have a dedicated, integrated force to effectively deal with the problem of drug trafficking and abuse.

This is an ongoing process that was begun by former Attorney General William French Smith with the delegation to the FBI in January 1982, of concurrent jurisdiction in drug investigations. That process, which is continuing, involves many complex issues and a detailed examination of the benefits and impediments of bringing the two agencies to an eventual merger.

Since January 1982, additional steps have been taken to harmonize and to effect economies between the DEA and the FBI. For example, we already have effected joint contracting, such as in the purchase and maintenance of vehicles, and the DEA and FBI are working toward co-locating their ADP and research and engineering facilities. Additionally, a joint study was concluded in January 1985 to explore the feasibility of relocating DEA's Office of Training from Glynnco, Georgia, to the FBI Academy in Quantico, Virginia. A decision on this study is expected shortly.

The DEA and the FBI enjoy an excellent working relationship, characterized by a continuing harmonization of functions and efforts, and an integration of systems that are administrative and supportive in nature.

The command structure, with the Administrator of DEA reporting through the Director of the FBI, has continued to show positive results with no loss of momentum in the investigative effort. Any decision must maintain a clear and dedicated focus on drug enforcement.

Currently, more than 1,000 FBI agents are working full time in investigating drug matters, and there are more than 800 joint drug investigations under way.

QUESTION:

The Committee understands that DEA is considering training its agents at the FBI Academy in Quantico, Virginia, instead of at the Federal Law Enforcement Training Center (FLETC). Has a decision on this matter been made? If so, what is it?

ANSWER:

No decision has been made on this matter.

QUESTION:

Are you dissatisfied with the training provided at FLETC? If so, why?

ANSWER:

The primary purpose of the proposal is to determine the most effective training environment for DEA employees.

QUESTION:

Have you discussed your concerns, if any, with FLETC officials? If so, what was the response?

ANSWER:

Final consideration of this proposal will involve discussion with all affected officials. The Attorney General, the Director of the FBI, and the Acting Administrator of the DEA are scheduled to visit FLETC on May 24, 1985 to discuss this proposal.

QUESTION:

What is the lead agency when you run joint investigations with the FBI?

ANSWER:

The lead agency in any joint investigation is usually the agency with the controlling interest at the point of initiation of the investigation. For example, it is the agency that has reviewed the first information and developed it, or has a cooperating source of information that is willing to cooperate and assist one or both agencies.

The Special Agent in Charge of both agencies concerned with the investigation normally meet and establish a "lead agency" at the onset of this type of investigation.

National Narcotics Border Interdiction System

QUESTION:

Does DEA participate in National Narcotics Border Interdiction System (NNBIS)?

ANSWER:

Yes, DEA headquarters maintains a liaison representation with NNBIS regularly at Washington, D.C. DEA field offices, the headquarters Intelligence program and EPIC all provide pertinent data regarding monthly and quarterly intelligence trends and threat assessments. In addition, major operations such as the most recent "Blue Lightning" in the Bahamas, had DEA headquarters and the Miami Field Division participation in the planning and coordination phases. DEA field offices, Air Wing and EPIC played significant roles in the overall outcome and results obtained in the interagency joint U.S./Bahamian Government program.

QUESTION:

How do you evaluate the effectiveness of NNBIS?

ANSWER:

The NNBIS concept has merit and its potential should be explored and utilized to the fullest measure. Interagency representation and centralized intelligence reporting would allow for creation and expansion of crucial programs to meet changing trends in the traffic. Coordination of programs and action would be in response to foreign government, U.S. Federal, state and local intelligence reporting. This overall intelligence sharing should be coordinated by the Attorney General in his role as chairman of the National Drug Enforcement Policy Board.

Reimbursement for Laboratory Services

QUESTION:

Are you reimbursed for services provided by your state and local laboratory services program? What are you doing to encourage MPDC Washington, D.C. to establish its own laboratory?

ANSWER:

At this time, we are not reimbursed and have no plans to request reimbursement for services rendered to the D.C. Metropolitan Police Department (MPDC) or any other Federal, state, or local agency. In the early days of the DEA laboratories, we did charge for the travel of the expert witness when a case went to court. We found that it cost the then Bureau of Narcotics and Dangerous Drugs (BNDD) more money to process the bills on these cases than it would cost us to do them free of charge.

To prosecute a drug case, one must have the analysis of the material to make sure of its identification. If DEA is to urge state and local agencies to push hard on drug investigations and, at the same time, set up a charge for laboratory work, this may be counterproductive.

DEA has provided many other services to other Federal, state, and local agencies free of charge, including training, technical information, standards, etc. We have helped state and local agencies design laboratories, recommend staffing and equipment, and have indicated to the agencies the workload which might be expected, using the DEA System to Retrieve Information from Drug Evidence (STRIDE).

In 1968, President Nixon directed that the then BNDD provide laboratory services to the MPDC. Each subsequent Administration has continued to support the 1968 directive, and DEA has attempted to fulfill this responsibility to the best of its ability.

We have made arrangements with the MPDC to handle and store their own evidence before and after the analysis by the DEA laboratory. A vault in the DEA laboratory has been given to the District Police and it is staffed by them.

MPDC workload comprises a major portion of the state and local evidence examined by the DEA laboratories, and requires a significant commitment of resources.

Diplomatic Passports

QUESTION:

Do your agents posted overseas have diplomatic passports?

ANSWER:

Generally, agents assigned to embassies have diplomatic passports, but there are certain exceptions such as Bangkok, wherein only DEA's Country Attache has a diplomatic passport and the agent personnel have official passports. Agents not in embassies but assigned to consulates have official passports.

QUESTION:

If not, doesn't this inhibit the freedom of movement?

ANSWER:

No. Their movement is not restricted.

QUESTION:

Have you requested that they receive diplomatic passports?

ANSWER:

Yes. Requests have been made to the State Department but DEA has been advised that its agents do not meet diplomatic standards.

OCDE Task Force

QUESTION:

Why has the FBI assigned more agents to the OCDE Task Forces than DEA (334 FBI, 274 DEA)?

ANSWER:

These allocations stem from the initial decision on the part of Departmental managers in 1983 on the appropriate distribution of the OCDE appropriation. In fact, more workyears are being utilized on the OCDE program than were allocated. A proposed reprogramming is under review which will indicate the correct level of DEA commitment to this program.

Training Programs

QUESTION:

According to your justification, DEA has developed and implemented a two-week Narcotic Specialization training program for selected FBI agents as well as a three-day orientation program for all FBI agents. Where are these classes taught?

ANSWER:

A two-week Narcotic Specialization training program is conducted at Glynnco, Georgia.

A two-day orientation program for all FBI agents is conducted at Quantico, Virginia.

Vehicle Purchasing

QUESTION:

Why are you requesting authority to purchase police-type motor vehicles without regard to general purchase price limitation?

ANSWER:

In order to perform vehicle surveillance adequately and in a safe manner, agents must be supplied with units having high-performance engines and heavy-duty cooling, braking and suspension systems, none of which are available within the price limitations of standard government vehicles. In addition, numerous makes and models must be supplied to allow the fleet to blend in with the general vehicle population. Normally, general purchase price limitations are based upon anticipated single make/model fleet acquisitions, which would not meet DEA's specialized requirements.

Airwing Program

QUESTION:

DEA already has an airwing program. Why is the legislative proposal needed.

ANSWER:

This request is not for additional authority. It continues the authority we already have in the 1980 Authorization Act, P.L. 96-132, the last approved authorization for the Department of Justice, and which is being continued currently in the 1985 Appropriations Act, P.L. 98-411.

Wiretaps

QUESTION:

According to the FY 1985 budget justification, the number of Title III wiretaps for 1984 was approximately 80. How significant have the results been from using wiretaps? How important are they to investigations for drug traffickers?

ANSWER:

For 1984, there were a total of 391 narcotic-related Title III investigations by DEA and the FBI. In 117 of these DEA was the primary agency, and 179 were conducted jointly.

This investigative tool continues to be an extremely valuable technique and is generally implemented when an investigation cannot be further penetrated through normal avenues.

The use of Title III provides the means to infiltrate an organization by identifying intended recipients of controlled substances; identifying members involved in distribution; financing of the narcotics distribution network; and identifying the assets and methods used to deliver, store and distribute narcotics. As you know, many organizations upper echelons are insulated by mid-and lower-level distributors who are either family members or long standing trusted friends. These violators are often untouchable because they remove themselves from the day-to-day direct contact with lower level members. Title III investigations have enabled us to gain the necessary evidence to arrest and prosecute successfully the heads of major organizations and their other members.

FBI Involvement in DEA Task Forces

QUESTION:

With the FBI now having concurrent jurisdiction for the enforcement of Federal drug law, has any consideration been given to involving the FBI in DEA's 26 Federal, state and local task forces located throughout the United States? Inclusion of the FBI could enhance the task force effort and present a more unified Federal image.

ANSWER:

Since the inception of the Federal/State and Local Task Force Program, DEA has been the lead agency in the funding and management of the program. The intent is to increase state and local law enforcement involvement and participation in the national effort against drugs. Direct FBI involvement is not considered to be essential and, in fact, could be viewed as duplicative of DEA's role.

Satellite Scanners

QUESTION:

As part of its research programs, DEA in 1984 initiated an operational systems test of earth-orbiting satellite scanners for the location of illicit cannabis cultivation. Was the test successful? If it was successful, are there any plans to use the scanners for cannabis detection in the U.S. and elsewhere in the near future?

ANSWER:

DEA continues to participate with all members of the scientific community in evaluating various aspects of satellite technology, but to date, accurate location of illicit cannabis cultivation has been most effective at aircraft level (low-flying) altitudes.

1985 Supplemental

QUESTION:

In the FY 1985 supplemental, DEA is requesting 156 more positions for the Administrative Revocation program (passed on October 12, 1984, as part of the Comprehensive Crime Control Act). DEA states that these positions will provide for 690 additional investigations, which will in turn result in 550 additional revocations, suspensions, denials or surrenders for cause. How did DEA come up with the numbers for new positions, additional revocations, suspensions, denials or surrenders for cause?

ANSWER:

The 156 positions include 126 investigator positions to conduct administrative revocation investigations.

Of the 680,000 DEA registrants, it is estimated that approximately 12,000 are involved in activities which are in violation of the Controlled Substances Act. It is further estimated that of the 12,000, approximately one-half, or 6,000, may be appropriate subjects of administrative revocation investigations whereby a DEA registration can be revoked, suspended, denied, or surrendered for cause if it is determined that the issuance of such registration would be inconsistent with the public interest. This action can now be taken without a criminal conviction on drug-related felony charges.

Prior to taking such action, however, DEA investigators must gather prescription data, sales data, patient statements and expert testimony for use in "show cause" proceedings. DEA's best estimates indicate that during the first year of this program, approximately eight investigations can be conducted per year per investigator. It is anticipated that the number of investigations will increase upon full implementation and subsequent refinement of the program.

It is recognized that with an additional 126 investigators DEA will not be able to take full advantage of this new authority in terms of taking administrative revocation action pursuant to all significant practitioner controlled substance violations, derogatory state licensing actions and criminal convictions. However, DEA has conservatively estimated that the minimum requirement to implement this program is 126 investigators. By the end of FY 1986, DEA will have had the benefit of one year's experience with this new program and will be in a far better position to determine accurately the total resource requirement needed to take full advantage of this new authority.

It is estimated conservatively that approximately 82% of the investigations conducted will result in a revocation, suspension, denial, or surrender for cause of a DEA registration.

Designer Drugs

QUESTION:

According to testimony presented to the President's Commission on Organized Crime in February 1985, new synthetic street drugs have been introduced into the illicit drug market. These drugs can be created by simply modifying the chemical structure of a controlled substance drug, thus transforming it into a new, more potent "designer" drug. The emergence of "designer" drugs was recently mentioned on one network telecast.

How widespread is the "designer" drug phenomenon?

What is DEA doing to control the production and distribution of "designer" drugs?

What problems does DEA face in controlling "designer" drugs?

ANSWER:

The term "designer drugs" refers to clandestinely produced, noncontrolled substances, which are structurally and pharmacologically similar to controlled substances. The concept of producing analogs of controlled substances in an effort to circumvent the Controlled Substances Act (CSA) is not new (e.g., PCP analogs, hallucinogenic amphetamines, MDA, MDMA, MDMA). The application of this concept to the production of analogs of potent narcotics has occurred only within the past five years on the West Coast.

At the present time, reports about designer drugs focus on analogs of the Schedule II narcotic analgesics, fentanyl (Sublimaze), and, to a lesser degree, meperidine (Demerol). Both fentanyl and meperidine are produced synthetically and there are many variations of each which may produce heroin-like effects.

Since 1980 there have been six analogs of fentanyl identified in the illicit drug traffic. They have been associated with at least 90 overdose deaths, with more than half of these occurring since January 1984. The distribution of fentanyl analogs appears confined to the West Coast, particularly the San Francisco Bay area, San Diego and, to a lesser degree, Los Angeles. DEA has no evidence that these substances are spreading to other areas of the country at this time.

Two analogs of meperidine have been identified by DEA laboratories since 1982. A by-product (MPTP) formed in the synthesis of one of these analogs (MPPP) produced Parkinson's disease in at least seven users in 1982. Information exists which suggests that MPPP/MPTP may again be available in California, but this has not been confirmed. Again, availability of the meperidine analogs appear confined to California.

Presently, fentanyl and its analogues are confined mainly to the San Francisco Bay area. The Demerol analogue, MPPP, is confined basically to the San Jose, California, area.

In 1984, there were six overdoses in Portland, Oregon, reported by the Portland coroners office with two deaths as a result. In October 1984, during the seizure of a major PCP laboratory in Brownsville, Texas, the suspects were attempting to synthesize another non-scheduled Demerol analogue. In 1984, a fentanyl analogue believed to be methyl fentanyl was purchased in Brooklyn, New York, by the DEA Task Force.

DEA has used both its traditional scheduling authority (alpha-methylfentanyl, 9-81) and its newly enacted emergency scheduling authority (3-methylfentanyl, 4-25-84) to place two of the "designer drugs" into Schedule I of the Controlled Substances Act (CSA). 3-methylfentanyl is the most potent of the available "designer drugs" and has been associated with a majority of the overdose deaths attributed to "designer drugs" since 1984. DEA is currently gathering evidence in support of the scheduling, emergency or traditional, of other fentanyl and meperidine analogs. With the control of these substances, as well as fentanyl, which is present as an impurity in some of these substances, DEA will be able to pursue criminal investigations aimed at prosecuting those responsible for the production and distribution of these fentanyl analogs. In October 1984, DEA seized a PCP laboratory which was operated by the same individuals who were suspected of producing MPPP/MPTP in 1982. A methamphetamine laboratory was seized in April 1985 which had most of the chemicals necessary to synthesize MPPP.

A substance must be listed in one of the schedules of the Controlled Substances Act (CSA) before DEA can investigate anyone engaged in the manufacturing or distribution of such substances. The problems in scheduling the "designer" drugs center around the need to identify rapidly the specific chemical substance that is being trafficked and abused and to obtain biological data to determine the pharmacological effects of each substance. There are many variations of the fentanyl

and meperidine molecules, each a unique substance which may or may not retain the pharmacological activity of the parent compound. In the case of fentanyl analogs, the quantities necessary to produce a desired effect are very small, and thus identification of newly abused analogs may be difficult. Further, there is no biological data available for some of the fentanyl analogs encountered. The activity may be extrapolated from that of similar compounds and used until actual pharmacological testing can be done. The above efforts may take time and in some cases may allow the clandestine chemist to produce other analogs to circumvent the CSA. The recently enacted emergency scheduling provisions enable DEA to speed up the scheduling of the "designer" drugs by reducing the amount of data necessary to schedule a substance, and by eliminating the need for a scientific and medical evaluation of the substance by the Department of Health and Human Services. This emergency authority alleviates many of the previously mentioned problems.

Information Sharing

QUESTION:

One of the objectives stated in DEA's budget submission is "to increase the sharing of strategic and tactical investigative information between the DEA, the FBI, and other Federal agencies on narcotics and drug investigations."

What accomplishments have there been to date that increased the sharing of such information between DEA and the FBI? Describe and provide documentation. Considering Departmental efforts to link FBI and DEA activities, has there been increased sharing of information technology resources, specifically data center hardware, software, and telecommunications networks? Describe and provide documentation to support your response.

ANSWER:

In terms of strategic intelligence, the FBI receives copies of all periodic reporting of this nature published by DEA. Additionally the FBI is on the distribution list for extracts from DEA investigation reporting and the Intelligence Information Report series.

DEA and FBI information systems and telecommunications networks will be integrated on a selective basis where improvements in efficiency and effectiveness can be realized while satisfying security and operational requirements.

It is planned that those DEA investigative support systems which will contain national security information will be operated on computer hardware systems located in the FBI Computer Center. This will give DEA a secure information processing capability, and will significantly increase the benefits realized by FBI-DEA automation resources.

DEA has and will continue to operate its own telecommunication network. We intend to take advantage of the FBI communication lines in the same way we make use of the Department of State (DOS) network to reduce the cost of the DEA overseas ADP program.

The FBI has initiated an agreement with the Institute for Defense Analysis to develop a turnkey system for DEA's El Paso Intelligence Center (EPIC) which will apply artificial intelligence and integrated data base technology to support DEA's drug interdiction efforts.

DEA has placed a DATS terminal at FBI Headquarters to allow access to the Narcotics and Dangerous Drugs Information System (NADDIS).

Extensive technical information has been provided to the FBI regarding the Text Analysis System to be installed at EPIC.

DEA ADP/Telecommunications budget plans are reviewed in depth with the FBI to ensure that no duplication of effort on systems are planned.

DATS

QUESTION:

The budget submission states that "DEA will not be able to backup the DATS system at the Justice Management Center in times of catastrophic failures... or unscheduled downtime". Has DEA experienced such system failure? If so, please describe and provide supporting documentation. Describe existing systems backup capabilities and their effectiveness.

ANSWER:

To insure that the law enforcement data bases are not irretrievably lost due to a catastrophic failure or event, or are not unduly inaccessible because of downtime, it is necessary that the Department maintain a backup to the primary computer. To insure that the data bases are available to DEA investigators on a 24-hour-a-day basis, the backup site must be kept in a ready state. DEA is required to maintain the backup capability on a current basis which includes testing a contingency plan periodically, and providing liaison between DEA and the backup site. Planning is underway to use the new Department Dallas facility as a backup site.

There have been periodic instances of downtime on the Department computer attributable to a variety of reasons, such as planned maintenance and electrical or air conditioning outages. These instances result in the inability of investigators to secure the data they need in a timely manner and can affect the development of cases adversely.

Data Communications Network

QUESTION:

DEA's budget request describes 1985-86 plans for maintaining and improving its data communications networks. Considering the fact that funding is not requested for DOJ's consolidated telecommunications network in FY 1986, will DEA require enhancements and, or extensions of its data network? If so, describe and provide support documentation.

ANSWER:

DEA has a working telecommunications network. In our office automation project we can accommodate either the DOJ or FBI approach. DEA is actively contributing to the design efforts of both the DOJ and the FBI telecommunications networks. Enhancements or extensions of the DEA's network are not related to the funding for the Department's consolidated Justice Telecommunications Network.

QUESTION:

Is any portion of DEA's ADP and telecommunications support provided through the Drug Task Force? Describe that support, if any, and its attendant funding levels. If DEA ADP and telecommunications are not being funded through the Task Force for FY 1986, please describe where within the DEA budget, funding for services previously provided with Task Force monies has been absorbed.

ANSWER:

The significant increases for ADP provided in the OCDE appropriation were to upgrade overall ADP capabilities to meet the additional demand brought on by the increased Drug Enforcement program activity. DEA has not reduced the amount of the ADP funding provided in the program.

QUESTION:

DEA describes an Office Automation project that is expected to cost over \$25 million during the next five years. The project appears to require communications capabilities. Which network(s) will support this project? What portion of the total cost of the project is for telecommunications? Has DEA prepared a cost/benefit analysis of this project? What savings and/or efficiencies are expected to result? Provide copies of documentation to support your response.

ANSWER:

The Office Automation project is in response to the deficiencies in DEA's current capabilities identified in a study by the U.S. Air Force Federal Computer Performance Evaluation and Simulation Center (FEDSIM). The report "DEA Requirement Analysis" dated February 1983, was subsequently validated by the Office of Personnel Management (OPM) automation group and the Department of Justice. DEA expects to realize many efficiencies resulting from the Office Automation project. These include source data collection, electronic mail, local data processing capabilities, bar code inventory system for DEA property and drug evidence, high speed line printer, local statistics and graphics.

The \$25 million referred to in the above question appears to be the sum which would have been required for the first two years of the "Full Encryption and Tempest System" initiative, an enhancement to DEA's Office Automation project. The DEA Office Automation project will require a network, and DEA plans to use the existing DEA Network with certain modifications to be determined by the implementing contractor. The network cost is estimated at \$2,200,000 per year.

QUESTIONS SUBMITTED BY SENATOR HOLLINGS

DRUG ENFORCEMENT ADMINISTRATION

1986 Resources

QUESTION:

Mr. Lawn, in your statement you make the point that "continuing the momentum of our enforcement efforts will depend upon a willingness to commit the necessary resources and cooperative efforts."

According to a chart supplied the Subcommittee, DEA has 2,255 agents now on board, or 25 more than the ceiling. That would imply that DEA plans to cut agents to get down to the level budgeted for 1986. What does that say about "a willingness to commit the necessary resources to drug law enforcement"?

ANSWER:

There is no reduction in agent staffing planned for 1986. The current on-board staff includes a new basic training class. As retirements take place, the on-board staffing will be reduced.

QUESTION:

How much did DEA request of the OMB and of the Justice Department in terms of positions and funds for FY 1986?

ANSWER:

The request to the Department of Justice was for \$533,712,000 and 6,050 total positions, including 569 additional agents.

The request to the Office of Management and Budget was for \$391,803,000 and 4,946 total positions, including 290 additional agents.

QUESTION:

How would DEA have assigned those additional agents, who, presumably, will not be able to be assigned at the 2,230 level?

ANSWER:

The additional agents would have been assigned as follows:

Domestic Enforcement field investigations.....	72
Organized Crime Drug Enforcement program.....	200
Foreign Cooperative Investigations program.....	6
DEA Training program.....	5
Air program.....	<u>7</u>
Total.....	<u>290</u>

QUESTION:

At the time of our hearing on March 10, 1982, DEA has 1,872 agent positions of which 1,853 were filled. As of March 31, 1985, DEA has 2,230 agent positions, of which 2,255 were on-board. Please provide for the file a comparison, by location, of the agents on-board then and now?

ANSWER:

The attached chart displays the requested information.

DRUG ENFORCEMENT ADMINISTRATION
Special Agent On-Board Levels
Comparison: February 1982 and March 1985

		<u>Domestic Offices</u>			
	<u>2/28/82</u>	<u>3/31/85</u>		<u>2/28/82</u>	<u>3/31/85</u>
Atlanta, GA	26	38	Houston, TX	26	56
Charleston, SC	3	8	Austin, TX	12	11
Columbia, SC	3	4	Brownsville, TX	8	6
Columbus, GA	-	2	Corpus Christi, TX	10	4
Greensboro, NC	6	5	Del Rio, TX	5	-
Knoxville, TN	-	1	Eagle Pass, TX	3	3
Memphis, TN	3	3	Galveston, TX	5	5
Nashville, TN	5	3	Laredo, TX	8	5
Savannah, GA	3	4	Mc Allen, TX	23	23
Wilmington, NC	5	5	San Antonio, TX	23	19
Boston, MA	38	50	Los Angeles, CA	92	90
Bridgeport, CT	2	5	Guam	2	1
Burlington, VT	3	2	Honolulu, HI	11	12
Concord, NH	1	2	Las Vegas, NV	9	9
Hartford, CT	13	13	Reno, NV	5	6
Portland, ME	3	4	Riverside, CA	-	7
Providence, RI	2	3	Santa Ana, CA	-	7
Springfield, MA	2	4	Santa Barbara, CA	-	6
Chicago, IL	87	90	Miami, FL	112	145
Fargo, ND	2	2	Ft. Lauderdale, FL	15	19
Hammond, IN	5	7	Ft. Myers, FL	3	3
Indianapolis, IN	9	9	Gainesville, FL	-	3
Milwaukee, WI	6	6	Jacksonville, FL	7	8
Minneapolis, MN	2	9	Key West, FL	2	-
Springfield, IL	2	3	Marathon, FL	-	4
Dallas, TX	39	32	Orlando, FL	-	2
Alpine, TX	2	2	Panama City, FL	4	6
El Paso, TX	14	14	San Juan, PR	16	15
Ft. Worth, TX	5	4	Tampa, FL	6	11
Lubbock, TX	1	1	West Palm Beach, FL	8	5
Midland, TX	2	-	Newark, NJ	20	31
Oklahoma City, OK	3	5	Atlantic City, NJ	5	8
Tulsa, OK	1	2	New Orleans, LA	29	43
Denver, CO	25	26	Baton Rouge, LA	4	4
Albuquerque, NM	15	17	Birmingham, AL	3	2
Cheyenne, WY	2	3	Jackson, MS	3	4
Glenwood Springs, CO	-	1	Little Rock, AR	5	7
Las Cruces, NM	5	2	Mobile, AL	6	7
Salt Lake City, UT	4	4	Shreveport, LA	2	2
Detroit, MI	57	69	New York, NY	205	242
Cincinnati, OH	4	6	Albany, NY	2	7
Cleveland, OH	7	10	Buffalo, NY	7	8
Grand Rapids, MI	3	5	Long Island, NY	6	10
Louisville, KY	2	7	Rochester, NY	1	5
Saginaw, MI	-	2	Seattle, WA	36	36
Philadelphia, PA	29	43	Anchorage, AK	3	2
Harrisburg, PA	-	3	Blaine, WA	3	3
Pittsburgh, PA	9	10	Boise, ID	3	3
Wilmington, DE	2	2	Eugene, OR	4	4
Phoenix, AZ	15	24	Great Falls, MT	2	3
Douglas, AZ	3	-	Portland, OR	8	7
Nogales, AZ	4	3	Spokane, WA	3	3
San Luis, AZ	6	-	St. Louis, MO	17	25
Tucson, AZ	17	14	Des Moines, IA	2	3
Yuma, AZ	-	3	Kansas City, MO	9	9
San Diego, CA	48	56	Omaha, NE	2	3
Calexico, CA	9	8	Sioux Falls, SD	2	2
Tecate, CA	-	2	Wichita, KS	2	2
San Francisco, CA	40	47	Washington, DC	23	32
Fresno, CA	6	9	Baltimore, MD	35	39
Sacramento, CA	11	14	Charleston, WV	1	3
San Jose, CA	-	3	Norfolk, VA	5	6
			Richmond, VA	4	5
			Total Domestic Offices	1,498	1,795
			El Paso Intelligence Ctr.	13	22
			Addison Air Wing	37	47
			Basic Agent School	-	37
			Subtotal	1,548	1,901
			Headquarters Activities including training	147	170
			Foreign	158	184
			Grand Total	1,853	2,255

QUESTION:

If Congress were going to appropriate additional resources for the Drug Enforcement Administration in 1985, how much could you effectively use and for what purposes (assuming July passage of a supplemental appropriation)?

ANSWER:

The Drug Enforcement Administration and the Department are currently examining options relating to security costs, communications enhancements and increased staffing overseas, which DEA could utilize effectively this fiscal year.

Impact of Five Percent Pay Cut

QUESTION:

Your budget proposal includes a projected decrease of \$5,678,000 for a five percent cut that will not be approved by Congress. What will be the impact on workyears and by program of absorbing this amount?

ANSWER:

If the \$5.7 million is not added back in, we will have to absorb it from current operating funding. The five percent pay reduction represents approximately 1.6% of the total appropriation request. To absorb that amount would require, in the short run, selective reductions in payroll costs, such as for overtime and other than full-time positions and day-to-day operating costs. As an alternative to the pay cut, the administration reached agreement with the Senate that it will no longer insist on a five percent pay reduction in FY 1986 if alternative savings included in the Budget Resolution provide for substantial Government-wide work force and management reforms including hiring limitations, deferral of within grade and merit pay increases for one year and recomputation of salaries on the basis of 2,087 hours instead of the current 2,080 hour workyear.

Since the Congress may use the five percent pay cut savings to meet the Budget Resolution reductions, it would be inappropriate to add back funds related to the five percent pay cut.

Drug Problem in Tarrant County, Texas

QUESTION:

Last month the mayors of Ft. Worth, Arlington, and Hurst, Texas, came to my office to outline the drug problem in Tarrant County.

Am I correct the DEA has suggested that a Federal-state-local task force be established to deal with this situation?

ANSWER:

DEA and the police departments in Fort Worth, North Richland Hills, Arlington, Bedford, Hurst, and Euless, and the Tarrant County Sheriff's Office are in the process of preparing cooperative agreements to establish a Federal/State and Local Task Force to meet the escalating drug trafficking situation in the area.

QUESTION:

The mayors indicated that DEA requires \$300,000 for this task force. Can't you find that amount within your overall appropriation of almost \$330,000,000?

ANSWER:

During 1985, we have had to make some very difficult resource allocation decisions, including a reallocation of \$7 million for equipment of on-going operational needs. Further there have been unanticipated requirements for security enhancements. However, DEA is in the process, within currently available resources, of establishing a state and local task force at Fort Worth.

QUESTION:

How many other areas could effectively use such a task force to combat the flow of illegal drugs? Are any of those areas in South Carolina?

ANSWER:

During 1983, DEA evaluated the informal task forces for possible formalization and funding. Those selected by DEA as in critical need of funding, and which have as yet not been funded are:

Seattle, Washington	Cincinnati, Ohio
San Antonio, Texas	Wilmington, North Carolina
Tucson, Arizona	Wichita, Kansas
Savannah, Georgia	Charleston, West Virginia

We are currently examining this program and the options for expansion to a number of other areas.

QUESTION:

How much did DEA originally request for state and local assistance for 1986?

ANSWER:

The request to the Department of Justice was for \$28,172,000 and 259 total positions for all state and local assistance programs.

The request to the Office of Management and Budget was for \$17,093,000 and 170 total positions for all state and local assistance programs.

Sports Drug Awareness Program

QUESTION:

It is indicated in the statement submitted for the record that the National Football League is involved in the sports drug awareness program. Drugs have also infiltrated other sports, particularly baseball and basketball. Do you plan to include athletes in sports other than football in your program?

ANSWER:

The DEA Sports Drug Awareness Program was developed in conjunction with the National High School Athletic Coaches Association, the International Association of Chiefs of Police, the National Football League and the NFL Players Association. In addition to the FBI and the Office of Juvenile Justice and Delinquency Prevention, the National Basketball Association, the National Hockey League and the Baseball Commissioners Office have also become participating members of the program.

As you know, the goal of this program is to prevent drug abuse among school age youth, with special emphasis on the role of the coach and the student athlete. We want to reach 48,000 men and women coaches initially in 20,000 high schools across the country who can, in turn help us reach the 5.5 million student athletes. These athletes participate in all types of sports offered to school age youth.

The program is not limited to football player involvement.

QUESTIONS SUBMITTED BY SENATOR INOUE

DRUG ENFORCEMENT ADMINISTRATION

Marijuana Eradication

QUESTION:

According to 1983 DEA eradication statistics, the State of Hawaii ranked second in the nation in terms of marijuana plants eradicated (579,082) and first in terms of marijuana plots sighted (62,652). The value of Hawaii's domestic marijuana crop has been said to exceed \$3 billion.

Pursuant to this committee's request, the DEA has reported on its cooperative activities in Hawaii and I was most pleased to note the extent of such efforts. However, there can be no question that despite current efforts there remains marijuana cultivation in Hawaii on a scale virtually unmatched in the United States.

By what means, if any, does the DEA plan to increase the degree or effectiveness of its participation in marijuana eradication activities in Hawaii?

ANSWER:

The 1984 DEA eradication statistics again showed Hawaii ranked second in terms of cultivated marijuana plants eradicated (447,778) and first in terms of marijuana plots sighted (7,371). The 1984 DEA funding support to the eradication effort in Hawaii was approximately \$186,600.

QUESTION:

More specifically, there appears to be a consensus among those involved that the most significant single need in Hawaii is access to helicopters to provide the local police with additional opportunities for aerial surveillance. The Administration's 1984 National Strategy for the Prevention of Drug Abuse and Drug Trafficking notes that the "DEA coordinates the National Marijuana Eradication and Suppression Program which promotes information sharing and provides training, equipment, investigative and aircraft support to state and local enforcement officers."

To what extent has the DEA provided such support to local law enforcement in Hawaii particularly with respect to aircraft support? And what plans, if any, does the Agency have to enhance the provision of such support?

ANSWER:

DEA has recognized the significance of Hawaii as a major marijuana cultivation area. Based on 1985, the funding level for Hawaii has been increased to \$260,000 - a 42% increase over 1984, of which a substantial amount is for aircraft lease. The National Guard and Police Departments provide additional aircraft support.

QUESTIONS SUBMITTED BY SENATOR D'AMATO

DRUG ENFORCEMENT ADMINISTRATION

Increased Resources

QUESTION:

Mr. Lawn, I have here a copy of DEA's original budget submittal to OMB. This request would have provided your agency with significantly more resources. Please tell this committee what you would have done with those resources.

ANSWER:

A summary of the requested increases follows:

		OMB	
Program Increases:	Pos.	Agents	Amount (\$000)
<u>Domestic Enforcement</u>	94	72	\$9,517
<u>Field Investigations:</u>			
(a) Multi-drug trafficking organiza-			
tions			
(b) Special Action Office for Cocaine			
(c) Heroin trafficking organizations			
<u>OCDE Expansion</u>	250	200	19,841
<u>Foreign Cooperative Investigations</u>	10	6	1,303
<u>Diversion Control:</u>			
Technicians	19	...	463
State Assistance:	12	...	370
(a) Compliance technicians for			
Regulatory program			
(b) Liaison with State agencies			
<u>Intelligence</u>			
National Intelligence estimates:	16	...	2,064
(a) Improve quality of information			
(b) Enhance EPIC			
<u>DEA Laboratory Services</u>			
Forensic Support/determination			
of source:	20	...	275
Non-chemist positions to free			
chemists for analytical work			
<u>DEA Training</u>	10	5	1,033
Rotational and special-			
ized training programs			
<u>Technical Operations</u>			
Air program:	9	7	4,819
2 replacement helicopters;			
7 pilots			
Communications and investigative			
equipment:	19	...	1,380
Tracking devices, audio kits			
<u>ADP Telecommunications:</u>	20	...	10,483
(a) Security of systems			
(b) Encryption devices; systems			
modifications			
<u>State and Local Task Forces</u>	...	...	...
<u>Other Support</u>	29	...	996
Workload related increases			
<u>Total Enhancements</u>	508	290	52,544

Agent Workload

QUESTION:

I have heard from the agents in the field that they are being worked to their limit, and beyond. They work three days at a time without any sleep. We are so short of agents that if we devote resources to one area, we shortchange another area. After we've seized the drugs and made the arrests, it's a serious drain to pursue the forfeitures and the financial aspects. Do you hear these same complaints?

ANSWER:

Our agent personnel work extremely hard; we are proud of the work that they are doing, but the hours generally consumed in law enforcement efforts are nothing new. We have been doing that for a considerable period of time. It comes with the territory.

Workyear Increase

QUESTION:

OMB's reduced budget request talks about an increase of \$9 million and 107 workyears at the same time it says there will be a decrease of 22 positions. I want to make it clear for the record that the so-called "workyear" increase does not mean we are hiring more agents. Doesn't that increase relate to drug diversion investigations, and isn't that increase due to the supplemental appropriation Congress passed last year?

ANSWER:

Yes, the great majority of this increase is for the annualization of the currently pending 1985 supplemental request to implement the Administrative Revocation Program enacted in the Crime Control Act of 1984. This increase will permit compliance investigators hired in 1985 to be funded for the full year in 1986. The net increase of 107 workyears in the 1986 budget submission breaks down as follows:

<u>Workyears</u>	<u>Reason</u>
+117 increase	Annualization of 1985 pending program Supplemental for Diversion Control
+12 increase	Other 1985 annualizations
-22 decrease	Administrative reductions
<u>+107 net increase in workyears for 1986.</u>	

Long Island Drug Enforcement Task Force

QUESTION:

How many DEA agents are assigned to the Long Island Drug Enforcement Task Force today? How does that number compare to the number at the time you decided it needed to be reorganized?

ANSWER:

Three DEA agents are presently assigned to the Long Island State and Local Task Force compared to five prior to its reorganization.

The agencies participating and personnel assigned to the Long Island State and Local Task Force are as follows:

- 1 DEA Supervisor
- 2 DEA Special Agents
- 3 Nassau County Police Officers
- 3 Suffolk County Police Officers
- 1 Nassau County District Attorney Investigator
- 1 Suffolk County District Attorney Investigator
- 2 New York State Police Troopers

New York Joint Task Force

QUESTION:

Is it true that New York State is adding personnel to the New York Joint Task Force? How many personnel are the various Federal, state and local governments contributing to the task force?

ANSWER:

We are advised that the New York State Police is planning to assign 200 officers to their Narcotic Enforcement Unit. It is probable that a portion of the state troopers will be assigned to the New York Joint Task Force. However, at the present time no commitment has been made. The personnel currently assigned is as follows:

34 DEA Agents
75 New York City Police Department Officers
25 New York State Police Officers
134 Total

Dangerous Drug Squad

QUESTION

Does the New York Division of DEA have a "Dangerous Drugs Squad"?

ANSWER:

No. Due to the large amount of trafficking in heroin and cocaine all available manpower is targetted towards these drugs. If investigative leads pertaining to dangerous drugs are provided to the New York Division assignments are made for follow-up investigation.

QUESTION:

Do such squads exist in other parts of the country?

ANSWER:

The Washington Division has a PCP task force. Other cities, such as Los Angeles, have a dangerous drugs coordinator or "point of contact."

DEPARTMENTS OF COMMERCE, JUSTICE, AND STATE, THE
JUDICIARY, AND RELATED AGENCIES APPROPRIATION
BILL, FISCAL YEAR 1986

JULY 11, 1985.—Committed to the Committee of the Whole House on the State of
the Union and ordered to be printed

Mr. SMITH of Iowa, from the Committee on Appropriations,
submitted the following

REPORT

[To accompany H.R. 2965]

The Committee on Appropriations submits the following report
in explanation of the accompanying bill making appropriations for
the Departments of Commerce, Justice, and State, the Judiciary,
and related agencies for the fiscal year 1986.

INDEX TO BILL AND REPORT

	<i>Page number</i>	
	<i>Bill</i>	<i>Report</i>
Title I—Department of Commerce.....	2	8
Title II—Department of Justice.....	10	28
Title III—Department of State	22	43
Title IV—The Judiciary	29	55
Title V—Related Agencies:		
Department of Transportation: Maritime Administration	35	61
Arms Control and Disarmament Agency	37	62
Board for International Broadcasting.....	37	63
Commission on the Bicentennial of the United States Constitu- tion	37	64
Commission on Civil Rights	37	64
Commission on Security and Cooperation in Europe.....	38	65
Equal Employment Opportunity Commission	38	65
Federal Communications Commission	38	65
Federal Maritime Commission	39	66
Federal Trade Commission	39	66
International Trade Commission	40	67
Japan-United States Friendship Commission	40	67
Legal Services Corporation	40	67

TITLE II—DEPARTMENT OF JUSTICE

The total amount of new budget authority recommended in the bill for the Department of Justice for fiscal year 1986 is \$3,896,189,000. This amount is \$87,273,000 more than the total budget request and is \$153,380,000 more than appropriations provided for the Department of Justice for the current fiscal year, including amounts in the Fiscal Year Supplemental Appropriations Bill (H.R. 2577) as passed the House. The increase over the budget request is attributable to the restoration of funds for the Juvenile Justice and Delinquency Prevention Program, the State and local drug grants program, the United States Trustees and the program to reimburse the States for the cost of incarcerating Mariel Cubans who have been convicted of crimes under State law. All of these programs were proposed for elimination in the budget. In addition, the amount recommended by the Committee provides some additional funding for enhanced law enforcement activities of the Drug Enforcement Administration, additional resources to relieve overcrowding and improve security at Federal Prison System facilities, and additional resources for the Cooperative Agreement Program under "Support of United States Prisoners" for upgrading State and local correctional facilities that house Federal prisoners.

The Committee recommendation reflects the requested reductions totaling \$68,957,000 for the Department of Justice associated with the Administration's proposal to reduce basic pay for Federal employees by five percent. The Committee understands that the Administration will submit a budget request for these funds if the legislation authorizing this proposed reduction in salary rates is not enacted.

GENERAL ADMINISTRATION

SALARIES AND EXPENSES

The Committee recommends \$72,533,000 for fiscal year 1986 for "General Administration, Salaries and Expenses" of the Department of Justice. This appropriation includes funds for program direction and policy coordination, administrative review and appeals, and the State and local drug grants program.

The amount provided represents an increase of \$9,290,000 above the budget request and is \$481,000 more than appropriations for the current fiscal year, including amounts in the Fiscal Year 1985 Supplemental Appropriations Bill (H.R. 2577) as passed the House. The amount recommended includes \$9,900,000 to restore funding to the current year level for the State and local drug grants program for which there was no budget request. This amount also provides for four positions to manage the program. The Committee strongly supports the objectives of the State and local drug grants program and expects the Department of Justice to take all necessary steps to ensure that the program continues to serve as an effective means of providing intelligence and other resources for combatting drug related and other serious crime throughout the United States.

The Committee recommendation also includes all of the funds requested for certain nondiscretionary increases, including increased pay costs and related benefits, utilities, travel, and other support costs. In addition the recommendation reflects the requested reduction of \$1,878,000 for the Justice Management Division related to the Government-wide effort to reduce administrative costs. Finally, the Committee recommendation does not restore the requested reduction of \$1,584,000 associated with the proposed five percent reduction in basic pay for Federal employees. The Committee understands the Administration will submit a budget request for this amount if legislation authorizing this reduction in salary rates is not enacted.

ASSETS FORFEITURE FUND

The Committee recommends requested language which would permit expenditures to be made from the Assets Forfeiture Fund, established by the Comprehensive Crime Control Act of 1984. The Fund, which is administered by the Marshals Service, provides a single funding source independent of seizing and litigative agencies' budgets for payments of expenses related to seizure, detention, forfeiture and disposal of real and personal property and other illegally owned assets. This authority would provide for payment of expenses necessary to seize, detain, inventory, safeguard, maintain, advertise, or sell property that has been forfeited to the Government under laws administered by the Department of Justice. In addition, this authority will provide for other expenses, including payment of rewards for information leading to forfeiture, payments to equip forfeited conveyances for official use and purchase of evidence.

The Committee recommendation would also place a \$10,000,000 limitation on nonreimbursable expenditures (payment of rewards for information, retrofitting of conveyances and purchases of evidence). This amount is \$10,000,000 less than the budget estimate, but is \$5,000,000 more than the amount provided in the Fiscal Year 1985 Supplemental Appropriations Bill (H.R. 2577) as passed the House. The business-type expenditures payable from the Fund (expenses of seizing and managing property, payment of liens and expenses of remission or mitigation) would not be subject to a limitation and such sums as may be necessary would be authorized to pay these expenditures. The reduction in the limitation on nonreimbursable expenditures is in accordance with a modification of the appropriation language requested by the Administration.

DRUG ENFORCEMENT ADMINISTRATION

The bill includes \$353,421,000 for the Drug Enforcement Administration for fiscal year 1986. This amount is \$7,750,000 more than the budget request and is \$16,327,000 more than appropriations provided for the current fiscal year, including amounts in the Fiscal Year 1985 Supplemental Appropriations Bill (H.R. 2577) as passed the House.

The Committee recommendation will provide for all of the requested nondiscretionary cost increases including funds to annualize the 1985 increased pay costs, the 1985 program supplemental and additional positions which were approved in the Fiscal Year 1985 Appropriation Act; within-grade increases; increased utilities and travel costs; and other support items. The Committee recommendation also reflects decreases totaling \$1,977,000 for nonrecurring items associated with the additional positions funded in 1985, a redistribution of Standard Level User Charges paid to GSA for space and services, a rate reduction for full field investigations and redistribution of charges for unemployment compensation. The Committee recommendation also reflects the requested reductions totaling \$2,225,000 related to the Government-wide initiative to reduce management and administrative costs. The Committee did not restore the requested reduction of \$5,678,000 associated with the proposed five percent reduction in Federal pay rates. The Committee understands the Administration will submit a budget request for these funds if legislation authorizing this reduction is not enacted.

The Committee has approved the following limitations requested in the bill language: purchase of 552 passenger motor vehicles; not to exceed \$1,700,000 for purchase of evidence and payments for information, to remain available until September 30, 1987; and not to exceed \$1,200,000 for research, to remain available until expended.

The amount recommended by the Committee provides an increase of \$7,750,000 above the budget request to strengthen DEA's resources in the nation's battle against illegal drug trafficking. These additional resources include \$550,000 and 11 positions for the Foreign Cooperative Investigation Program. The Committee believes that this is an effective program which attacks narcotics trafficking at its source—in the countries that produce illegal substances bound for U.S. markets. Second, these additional resources will provide \$3,000,000 for assistance to State and local governments in preventing the diversion of controlled substances. The Committee believes that substantial additional resources are needed in this area since it is estimated that three-quarters of the deaths and injuries from drug abuse in the United States are a result of the abuse of prescription drugs which are diverted from legitimate channels. Finally, these additional resources include \$4,200,000 and 70 additional workyears for DEA's State and Local Assistance Program which operates 26 Federal-State-Local Task Forces across the country. These additional resources will permit DEA to continue the expansion of this program which the Committee began in the Fiscal Year 1985 Supplemental Appropriations bill (H.R. 2577). The Committee believes that the State-Local Task Forces across the country can offer a cost effective means to aid in the country's fight against illegal drugs.

GENERAL PROVISIONS—DEPARTMENT OF JUSTICE

In Section 201 of the bill, the Committee has approved a limitation for official reception and representation expenses of \$75,000 for fiscal year 1986 for the Department of Justice, the same amount approved for the current fiscal year. In Section 202 the Committee has continued the general provision which permits materials produced by convict labor to be used in the construction of highways or portions of highways located on Federal-aid systems. In Section 203, the Committee has included a provision requested making appropriations for General Administration, "Salaries and Expenses", the United States Attorneys and Marshals, the Federal Bureau of Investigation, the Immigration and Naturalization Service, and the Federal Prison System available for uniforms and allowances therefore, as authorized by law.

TITLE VI—GENERAL PROVISIONS

The Committee has included five general provisions, four of which will apply to all of the departments and agencies funded in the bill. Section 601 prohibits any appropriation contained in this Act from being used for publicity or propaganda purposes not authorized by the Congress.

Section 602 prohibits any appropriation contained in this Act from remaining available for obligation beyond the current fiscal year unless expressly so provided.

Section 603 provides that the expenditure of any appropriation in the Act for any consulting service through procurement contracts shall be limited to those contracts where such expenditures are a matter of public record and available for public inspection, except where otherwise provided under existing law or under existing executive order issued pursuant to existing law.

Section 604 provides that if any provision of the Act or the application of such provision to any person or circumstance shall be held invalid, the remainder of the act and the application of such provision to persons or circumstances other than those as to which it is held invalid shall not be affected thereby.

Section 605 prohibits the use of funds appropriated in Titles II and V for any activity to alter the per se prohibition on resale price maintenance in effect under Federal antitrust laws; provided that this provision shall not prohibit any employee of a department or agency for which funds are provided in Titles II and V from presenting testimony on this matter before appropriate committees of the House and Senate.

Calendar No. 338

99TH CONGRESS }
1st Session

SENATE

{ REPORT
99-150

DEPARTMENTS OF COMMERCE, JUSTICE, AND STATE, THE JUDICIARY, AND RELATED AGENCIES APPROPRIATION BILL, 1986

OCTOBER 4 (legislative day, SEPTEMBER 30), 1985.—Ordered to be printed

Mr. RUDMAN, (for Mr. LAXALT), from the Committee on Appropriations,
submitted the following

REPORT

[To accompany H.R. 2965]

The Committee on Appropriations, to which was referred the bill (H.R. 2965) making appropriations for the Departments of Commerce, Justice, and State, the Judiciary, and related agencies for the fiscal year ending September 30, 1986, and for other purposes, reports the same to the Senate with various amendments and presents herewith information relative to the changes made.

AMOUNT IN NEW BUDGET (OBLIGATIONAL) AUTHORITY

Amount of bill as passed by the House.....	\$11,922,021,000
Amount of Senate bill below House	21,361,000
Total bill as reported to Senate.....	11,900,660,000
Amount of appropriations, 1985	12,265,253,200
Amount of budget estimates, 1986, as amended	11,659,270,000
The bill as reported to the Senate:	
Under the appropriations for 1985	364,593,200
Over the estimates for 1986	241,390,000

SUMMARY OF ESTIMATES AND RECOMMENDATIONS

The budget estimates for the departments and agencies included in the accompanying bill are contained in the budget of the United States for 1986 submitted on February 4, 1985 (H. Doc. 99-18), and budget amendments submitted on April 15, 1985 (H. Doc. 99-52), May 20, 1985 (H. Doc. 99-69), May 22, 1985 (H. Doc. 99-72), June 12, 1985 (S. Doc. 99-6), July 17, 1985 (H. Doc. 99-84), July 29, 1985 (H. Doc. 99-88 and H. Doc. 99-89), September 9, 1985 (H. Doc. 99-105), and September 27, 1985 (H. Doc. 99-109).

The total amount of new budget authority recommended by the Committee for fiscal year 1986 is \$11,900,660,000. This amount is a net decrease of \$364,593,200 from appropriations enacted for fiscal year 1985 for these departments and agencies. The Committee recommendation is \$241,390,000 above the budget estimate, as amended, but is \$21,361,000 below the amount provided in the House bill.

RESTORATION OF 5-PERCENT PAY CUT

When the fiscal 1986 budget was originally proposed by the President, it called for a 5-percent reduction in Federal salaries. In light of the rejection of the 5-percent pay cut during the consideration of the first concurrent budget resolution, the House of Representatives, in approving H.R. 2965, deferred action on this aspect of the items in the bill, in anticipation that the administration would restore the funds with a supplemental budget request.

The administration did transmit budget amendments restoring the funds necessary to maintain Federal salaries at current levels on July 29, 1985. Those amendments totaled \$142,323,000 for all the accounts in this bill. In order to adhere to the overall amount allocated for the activities in this bill pursuant to the first concurrent budget resolution, the Committee has provided only 80 percent of the funds necessary to restore the 5-percent pay cut, except in a few instances where absorption of the difference is not possible. The Committee's recommendation restored a total of \$113,369,800, a difference of \$28,953,200 from the requests.

COMMITTEE PROCEDURES REGARDING REPORT LANGUAGE

Any limitation, directive, or earmarking contained in either the House or Senate report, which is not contradicted by the other report nor specifically denied in the conference report, shall be considered as having been approved by both Houses of Congress.

TITLE II—DEPARTMENT OF JUSTICE

The total amount of new budget authority recommended by the Committee for the Department of Justice is \$3,956,197,000, which is \$181,194,000 more than the 1985 appropriations, \$65,769,000 more than the budget estimates, and \$60,508,000 over the House allowance for the Department.

This amount includes a number of congressional add-ons including funding for the Office of Juvenile Justice and Delinquency Prevention; enhancements and a new separate appropriation for the U.S. Marshals Service; restoration of the regional information sharing systems; and a program of reimbursements to States that incarcerate Mariel-Cubans convicted of a felony.

The Committee has removed the \$125 ceiling on uniform allowances formerly in the appropriations of the Immigration and Naturalization Service and Federal Prison System. The \$125 allowance was established over 20 years ago is out of date with actual annual costs ranging from \$600 to \$1,200, the difference coming from the pockets of the employees. The Committee expects the Department to cover the actual uniform costs from the amounts recommended for the INS and Bureau of Prisons.

GENERAL ADMINISTRATION

SALARIES AND EXPENSES

1985 appropriations to date	\$72,052,000
1986 budget estimate	72,364,000
House allowance	72,533,000
Committee recommendation	71,200,000

The Committee recommends an appropriation of \$71,200,000, a decrease of \$852,000 from the 1985 appropriations to date. The amount recommended is \$1,164,000 less than the budget request and is \$1,333,000 less than the House allowance.

This appropriation funds the development of policy objectives and the management of the Department and two organizations responsible for the administrative review and appeal of decisions relating to individuals: the Executive Office for Immigration Review and the pardon attorney.

The Committee recommendation does not include funding for the regional information sharing system [RISS]. This program was funded out of this account at a level of \$9,900,000 in fiscal year 1985. While the Committee continues to strongly support this program, it recom-

mends moving the appropriation to the Office of Justice Programs, which specializes in intergovernmental law enforcement assistance.

The recommendation includes \$3,600,000 and five positions for the Attorney General's participation in a classified project. In addition, the recommendation reflects a decrease of \$2,078,000 from the Justice Management Division to reflect the administration's efforts to reduce administrative expenses. The amount recommended also restores \$1,267,000 of the funds originally requested for deletion associated with the proposed 5-percent reduction in basic pay of Federal employees.

Finally, the recommendation provides \$3,900,000 to relocate and consolidate various offices of the Department of Justice in the Washington, DC, area. Specifically, the Justice Management Division and the Office of Legal Policy will relocate approximately 336 employees in an effort to reduce office space utilization rates, consolidate the organization, and improve efficiency. However, the Committee directs that the Department use none of the money to obtain space in excess of the General Services Administration's Federal property management review policy limiting space requirements to 135 square feet per employee.

DESIGNER DRUGS

The Committee is well aware of the growing threat posed by the spreading use of synthetic or designer drugs. These drugs which are currently legal to manufacture and sell are less expensive to produce and market than are the traditional varieties of illegal drugs and their effect is equally or more potent. Because of the potential threat posed by the spreading manufacture, sale, and use of these drugs and because of the fact that they are essentially uncontrolled by Federal laws, regulations, and authorities, the Committee directs that the Attorney General in his capacity as the chairman of the Drug Enforcement Policy Board report by January 15, 1986, to the House and Senate Committees on Appropriations as to the Board's proposed law enforcement and information exchange strategy to deal with this problem.

The report shall include a comprehensive Federal strategy to deal with the overall problem and, in addition to other elements, shall specifically address:

- the need to upgrade DEA laboratories to detect and analyze synthetic drugs;
- the need to develop special education programs to alert State, local, and Federal law enforcement officials and the medical community to the problem and the role each group needs to play in the solution;
- the need to develop educational materials for dissemination and use in our public schools; and
- the need to upgrade the Centers for Disease Control's capabilities to study the prevalence of synthetic drug use and the clinical health effects over time.

COMMUNITY RELATIONS SERVICE

SALARIES AND EXPENSES

1985 appropriations to date	\$33,092,000
1986 budget estimate	33,378,000
House allowance	33,217,000
Committee recommendation	31,000,000

The Committee recommends an appropriation of \$31,000,000, a decrease of \$2,092,000 from the 1985 appropriations to date. The amount recommended is \$2,378,000 less than the budget request and \$2,217,000 less than the House allowance.

The Community Relations Service was established by title X of the Civil Rights Act of 1964 to provide assistance to communities in resolving disagreements arising from discriminatory practices. The Service is also responsible for administering the program of assistance for Cuban and Haitian entrants, as mandated by section 501(c), title V of the Refugee Education Assistance Act of 1980.

ASSETS FORFEITURE FUND

1985 appropriations to date	\$5,000,000
1986 budget estimate	20,000,000
House allowance	10,000,000
Committee recommendation	10,000,000

The Committee recommends requested language which would permit expenditures to be made from the assets forfeiture fund, established by the Comprehensive Crime Control Act of 1984. The fund, which is administered by the Marshals Service, provides a single funding source independent of seizing and litigative agencies' budgets for payments of expenses related to seizure, detention, forfeiture, and disposal of real and personal property and other illegally owned assets. This authority would provide for payment of expenses necessary to seize, detain, inventory, safeguard, maintain, advertise, or sell property that has been forfeited to the Government under laws administered by the Department of Justice.

The Committee recommendation would also place a \$10,000,000 limitation on nonreimbursable expenditures—payments of rewards for information, retrofitting of conveyances, and purchases of evidence—authorized by the Comprehensive Crime Control Act of 1984. This amount is \$10,000,000 less than the original budget estimate; however, it is in accordance with the modifications of the language requested by the administration.

The nonreimbursable expenditures moneys will be transferred from the assets forfeiture fund to the various law enforcement agencies responsible for the forfeitures. For fiscal year 1986, the Department currently plans to transfer approximately \$5,000,000 to the Drug Enforcement Administration, \$3,000,000 to the Federal Bureau of Investigation, and \$1,000,000 to the Immigration and Naturalization Service, keeping \$1,000,000 in reserve to meet unexpected demands. The Committee recommendations for the DEA, FBI, and INS are partially offset by some of these transfers.

DRUG ENFORCEMENT ADMINISTRATION

SALARIES AND EXPENSES

1985 appropriations to date	\$353,794,000
1986 budget estimate	351,349,000
House allowance	353,421,000
Committee recommendation	380,000,000

The Committee recommends an appropriation of \$380,000,000, an increase of \$26,206,000 over the 1985 appropriations to date. The amount recommended is \$28,651,000 more than the budget request and \$26,579,000 more than the House allowance.

The Committee recommendation will provide for all of the requested nondiscretionary cost increases including funds to annualize the 1985 increased pay costs, the 1985 program supplemental and additional positions which were approved in the fiscal year 1985 appropriations act; within-grade increases; increased utilities and travel costs; and other support items. The Committee recommendation also reflects decreases totaling \$1,977,000 for nonrecurring items and \$2,225,000 in requested reductions related to the Governmentwide initiative to reduce management and administrative costs. The recommendation includes \$4,542,000 in partial restoration of the proposed 5-percent reduction of Federal wage scales.

As part of the fiscal year 1985 Supplemental Appropriations Act, Congress initiated a significant enhancement of DEA activities. That initiative was fully supported by the administration and the Attorney General, which included enhancements for the organized crime drug enforcement task forces, State and local task forces, domestic cannabis eradication, new equipment, overseas investigations and domestic and overseas security. The Committee recommendation includes the \$33,200,000 required to annualize this program. Unrequested additions by the House, inconsistent with this program, are not included in the Committee's recommendation.

The 1985 enhancements funded by the Supplemental Appropriations Act, provided for 200 DEA agents. The Committee is concerned that many of DEA's offices are currently staffed below their authorized number of positions. The Committee expects that DEA, to the maximum extent possible in allocating the new positions, will give priority to the offices that are presently staffed below their authorized number.

The Committee recommendation reduces the appropriation by \$3,413,000, since at least this amount will be allocated to DEA out of the assets forfeiture fund.

The Committee has approved the following limitations requested in the bill language: purchase of 752 passenger motor vehicles; not to exceed \$1,700,000 for purchase of evidence and payments for information, to remain available until September 30, 1987; and not to exceed \$1,200,000 for research, to remain available until expended.

CAMDEN, NJ

The Committee is aware of the growth of significant trafficking in illicit narcotics in southern New Jersey, much of which centers on Camden and vicinity. At present, DEA has only one field office in the region located in Atlantic City, which is itself a focus of important trafficking activity. Thus, to provide even minimal enforcement in the Camden area, resources have to be diverted from Atlantic City and the coast. The Committee, therefore, expects that DEA will proceed to establish a field office in the Camden, NJ, area within available funds as augmented by the Fiscal Year 1985 Supplemental Appropriations Act.

HAWAII

In last year's report (Senate Report 98-514), the Committee noted several concerns about Federal drug enforcement in Hawaii. The Committee is pleased that much has been accomplished in the past year in Hawaii. A Federal drug task force has been established under the aegis of the Vice President's National Narcotics Border Interdiction System [NNBIS]. The 1985 Supplemental Appropriations Act provided a helicopter, that is expected to be of major assistance to marijuana eradication efforts which are a year-round campaign in the State of Hawaii.

During the recent DELTA 9 marijuana eradication campaign of the DEA and State and local police forces, some 342,635 plants were destroyed, of which 91,599 were confiscated in Hawaii. Approximately 80 percent of the plants seized in Hawaii were on the island of Hawaii, which, unfortunately, still remains a large center of the domestic marijuana industry. The Committee believes that a full-time DEA presence on the island of Hawaii is required as a vital step in deterring a major domestic source of marijuana, and expects this office to be established from the additional positions provided in the 1985 Supplemental Appropriations Act.

GENERAL PROVISIONS—DEPARTMENT OF JUSTICE

In section 201 of the bill, the Committee has approved a limitation for official reception and representation expenses of \$75,000 for fiscal year 1986 for the Department of Justice, the same amount approved for the current fiscal year.

In section 202, the Committee has continued the general provision which permits materials produced by convict labor to be used in the construction of highways or portions of highways located on Federal-aid systems. It has been alleged that this provision which permits the use of materials produced by convict labor in the construction of any highways or portion of highways located on Federal-aid systems, might result in a significant loss of jobs among private highway sign manufacturers presently in business. The Committee, therefore, directs the Department to commission an impact study analyzing the short- and long-term displacement of private industry that may occur by the continued allowance of convict labor materials on the Federal-aid highway system. Such a report should also include the impact of State prison sign shops on the Federal-aid highway sign market.

In section 203, the Committee has included a requested provision making appropriations available for uniforms and allowances, as authorized by law, in the following accounts: General administration, U.S. Marshals Service, Federal Bureau of Investigation, Immigration and Naturalization Service, and the Federal Prison System.

In section 204, the Committee has included continuation of the authorities contained in Public Law 96-132, the Department of Justice Appropriation Authorization Act, Fiscal Year 1980, the last enacted authorization act for the Department of Justice. In addition, section 204 has specific authorizations for undercover investigative operations conducted by the Federal Bureau of Investigation and the Drug Enforcement Administration. This language is identical to that contained in the fiscal year 1985 act.

REPROGRAMMINGS, REORGANIZATIONS, AND RELOCATIONS

The Committee notes that it has again included reprogramming procedures that apply to this appropriation bill in the statute. Therefore, a new section 606 has been adopted.

Section 606 requires that the Committees on Appropriations of each House be notified in writing 15 days in advance of any action to reprogram or transfer funds from any conditions set forth in subsection (a). The requirement for notification also applies whenever a proposed reprogramming exceeds \$250,000 or 10 percent of the funds appropriated for activities, programs, or projects which would result in any of the three actions mentioned in subsection (b). For reprogrammings which may be less than this amount, the procedures set forth in this section require notice whenever the reprogramming would increase funds or personnel for any project or activity for which funds have been denied or restricted or if new programs would be created. Section 606 also requires notice whenever the proposed reprogramming would result in the relocation of offices or employees; or reorganize offices, programs, or activities.

In addition to the reprogramming requirements which are discussed above, the Committee has included in section 606 a provision requiring notice to the Appropriations Committees whenever a proposed reprogramming would eliminate a program, project, or activity, or produce savings in the aggregate for which funds have been provided or reduce funds or personnel, by 10 percent or \$250,000 in an existing program.

The Committee is also recommending criteria for reprogramming which requires notification if activities presently being performed by Federal employees are to be contracted to the private sector. The Committee agrees with the House that important issues are raised by proposals to contract for services currently being performed by Government employees, and directs that formal proposals in this area be submitted to the Committee for its review prior to implementation.

The Committee has no intent to interfere in the management prerogatives of the Executive. Administrators must have the flexibility to assign resources to meet changing program needs. The Committee does not expect to be notified of every change or reduction. It is only when a personnel increase or reduction will substantially change the program or transfer resources previously approved by the Congress, that the Committee believes a reprogramming is necessary.

The Committee will not consider any reprogramming requests submitted after September 1, unless they are of a demonstrated emergency nature.

MAKING APPROPRIATIONS FOR THE DEPARTMENTS OF COMMERCE, JUSTICE, AND STATE, THE JUDICIARY, AND RELATED AGENCIES FOR THE FISCAL YEAR ENDING SEPTEMBER 30, 1986, AND FOR OTHER PURPOSES

DECEMBER 4, 1985.—Ordered to be printed

Mr. SMITH of Iowa, from the Committee of Conference
submitted the following

CONFERENCE REPORT

[To accompany H.R. 2965]

The committee of conference on the disagreeing votes of the two Houses on the amendments of the Senate to the bill (H.R. 2965) making appropriations for the Departments of Commerce, Justice, and State, the Judiciary, and related agencies for the fiscal year ending September 30, 1986, and for other purposes, having met, after full and free conference, have agreed to recommend and do recommend to their respective Houses as follows:

That the Senate recede from its amendments numbered 7, 8, 14, 24, 28, 31, 36, 42, 62, 63, 67, 69, 81, 84, 86, 87, 90, 105, 112, 116, 132, 135, 136, 142, 143, 144, 145, and 146.

That the House recede from its disagreement to the amendments of the Senate numbered 2, 13, 17, 22, 26, 34, 37, 40, 43, 45, 46, 51, 52, 59, 60, 64, 65, 70, 71, 74, 75, 77, 80, 82, 88, 89, 93, 94, 95, 97, 98, 106, 108, 117, 124, 125, 126, and 139, and agree to the same.

Amendment numbered 1:

That the House recede from its disagreement to the amendment of the Senate numbered 1, and agree to the same with an amendment, as follows:

In lieu of the sum proposed by said amendment insert \$32,300,000; and the Senate agree to the same.

Amendment numbered 3:

That the House recede from its disagreement to the amendment of the Senate numbered 3, and agree to the same with an amendment, as follows:

In lieu of the sum proposed by said amendment insert \$105,600,000; and the Senate agree to the same.

Amendment numbered 4:

That the House recede from its disagreement to the amendment of the Senate numbered 4, and agree to the same with an amendment, as follows:

TITLE II—DEPARTMENT OF JUSTICE

GENERAL ADMINISTRATION

SALARIES AND EXPENSES

Amendment No. 30: Reported in technical disagreement. The managers on the part of the House will offer a motion to recede and concur in the State amendment with an amendment which appropriates \$70,800,000 instead of \$72,533,000 as proposed by the House and \$72,710,000 as proposed by the Senate. The managers on the part of the Senate will move to concur in the amendment of the House to the amendment of the Senate.

The conference agreement includes \$615,000 and 32 positions for additional immigration judges and staff for the Oakdale, Louisiana alien detention facility; \$3,500,000 for relocation and consolidation of various Department of Justice offices in Washington, D.C.; \$1,267,000 for partial restoration of the funds associated with the proposed five percent pay reduction; and \$3,300,000 for a classified project of which \$300,000 is to be derived from unobligated balances available in the Federal Justice Research Program.

The conferees have been informed that the Office of the Attorney General and other Departmental leadership offices currently have more employees and are spending in excess of their fiscal year 1986 budget of \$4,706,000 as submitted and approved in this conference agreement. The conferees direct these offices to cease this fiscally unsound and unlawful practice immediately and submit a full report to the Committees on Appropriations of the House and Senate concerning this entire situation by February 1, 1986 and a plan for maintaining total fiscal year 1986 obligations at the level approved in this conference agreement.

The conferees expect the Department of Justice to develop a Federal strategy to deal with Designer Drugs, as called for in Senate Report 99-150, and submit a report on their progress by March 1, 1986.

Amendment No. 31: Deletes proposal of the Senate which would have earmarked \$500,000 of the appropriation for General Administration, Salaries and Expenses to pay legal fees of non-Indian litigants in certain New Mexico water rights cases.

DRUG ENFORCEMENT ADMINISTRATION

SALARIES AND EXPENSES

Amendment No. 51: Provides for a limitation on purchases of passenger motor vehicles for the Drug Enforcement Administration of seven hundred fifty-two as proposed by the Senate instead of five hundred fifty-two as proposed by the House.

Amendment No. 52: Appropriates \$380,000,000 as proposed by the Senate instead of \$353,421,000 as proposed by the House. The conference agreement includes \$4,542,000 for partial restoration of the proposed five percent pay reduction; \$30,000,000 for annualization of the FY 1985 drug enforcement initiative; \$500,000 and 11 positions above the budget request for the Foreign Cooperative Investigation Program; and \$2,700,000 above the budget request for assistance to State and local governments in preventing diversion of controlled substances.

GENERAL PROVISIONS—DEPARTMENT OF JUSTICE

Amendment No. 64: Deletes the words "Attorneys and" proposed by the House and stricken by the Senate from Sec. 203. This amendment is a technical change to conform with amendment No. 39.

Amendment No. 65: Inserts the word "Service" as proposed by the Senate. This amendment is a technical change to conform with amendment No. 39.

Amendment No. 66: Reported in technical disagreement. The managers on the part of the House will offer a motion to recede and concur in the Senate amendment which inserts Sec. 204 to provide for continuation of certain authorities contained in Public Law 96-132, the Department of Justice Appropriation Authorization Act, Fiscal Year 1980, and authorization of undercover investigative operations of the Federal Bureau of Investigation and the Drug Enforcement Administration.

Amendment No. 67: Deletes Sec. 205 proposed by the Senate which would have waived copying fees of \$2,571.10 for the Birmingham Public Library for FBI documents concerning Dr. Martin Luther King and racist hate groups.

PUBLIC LAW 99-180—DEC. 13, 1985

DEPARTMENTS OF COMMERCE, JUSTICE,
AND STATE, THE JUDICIARY, AND RELAT-
ED AGENCIES APPROPRIATION ACT, 1986

Public Law 99-180
99th Congress

An Act

Dec. 13, 1985

[H.R. 2965]

Making appropriations for the Departments of Commerce, Justice, and State, the Judiciary, and related agencies for the fiscal year ending September 30, 1986, and for other purposes.

Departments of
Commerce,
Justice, and
State, the
Judiciary, and
Related
Agencies
Appropriation
Act, 1986.
Department of
Commerce
Appropriation
Act, 1986.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the following sums are appropriated, out of any money in the Treasury not otherwise appropriated, for the Departments of Commerce, Justice, and State, the Judiciary, and related agencies for the fiscal year ending September 30, 1986, and for other purposes, namely:

TITLE II—DEPARTMENT OF JUSTICE

Department of
Justice
Appropriation
Act, 1986.

GENERAL ADMINISTRATION

SALARIES AND EXPENSES

For expenses necessary for the administration of the Department of Justice, \$70,800,000.

UNITED STATES PAROLE COMMISSION

SALARIES AND EXPENSES

For necessary expenses of the United States Parole Commission, as authorized by law, \$9,800,000.

LEGAL ACTIVITIES

SALARIES AND EXPENSES, GENERAL LEGAL ACTIVITIES

For expenses necessary for the legal activities of the Department of Justice, not otherwise provided for, including not to exceed \$20,000 for expenses of collecting evidence, to be expended under the direction of the Attorney General and accounted for solely on his certificate; and rent of private or Government-owned space in the District of Columbia; \$205,000,000, of which not to exceed \$6,000,000 for litigation support contracts shall remain available until September 30, 1987.

SALARIES AND EXPENSES, ANTITRUST DIVISION

For expenses necessary for the enforcement of antitrust and kindred laws, \$44,500,000.

SALARIES AND EXPENSES, FOREIGN CLAIMS SETTLEMENT COMMISSION

For expenses necessary to carry out the activities of the Foreign Claims Settlement Commission, including services as authorized by 5 U.S.C. 3109; allowances and benefits similar to those allowed under the Foreign Service Act of 1980 as determined by the Commission; expenses of packing, shipping, and storing personal effects of personnel assigned abroad; rental or lease, for such periods as may be necessary, of office space and living quarters of personnel assigned abroad; maintenance, improvement, and repair of properties rented or leased abroad, and furnishing fuel, water, and utilities for such properties; insurance on official motor vehicles abroad; advances of funds abroad; advances or reimbursements to other Government agencies for use of their facilities and services in carrying out the functions of the Commission; hire of motor vehicles for field use only; and employment of aliens; \$700,000.

22 USC 3901
note.

SALARIES AND EXPENSES, UNITED STATES ATTORNEYS AND TRUSTEES

For necessary expenses of the Offices of the United States attorneys and bankruptcy trustees, \$332,000,000.

SALARIES AND EXPENSES, UNITED STATES MARSHALS SERVICE

For necessary expenses of the United States Marshals Service; including acquisition, lease, maintenance, and operation of vehicles and aircraft, \$150,000,000.

SUPPORT OF UNITED STATES PRISONERS

For support of United States prisoners in non-Federal institutions, \$52,000,000; and in addition, \$5,000,000 shall be available under the Cooperative Agreement Program until expended for the purposes of renovating, constructing, and equipping State and local correctional facilities: *Provided*, That amounts made available for constructing any local correctional facility shall not exceed the cost of constructing space for the average Federal prisoner population to be housed in the facility, or in other facilities in the same correctional system, as projected by the Attorney General: *Provided further*, That following agreement on or completion of any federally assisted correctional facility construction, the availability of the space acquired for Federal prisoners with these Federal funds shall be assured and the per diem rate charged for housing Federal prisoners in the assured space shall not exceed operating costs for the period of time specified in the cooperative agreement.

FEES AND EXPENSES OF WITNESSES

For expenses, mileage, compensation, and per diems of witnesses and for per diems in lieu of subsistence, as authorized by law, including advances; \$47,400,000, to remain available until expended, of which not to exceed \$550,000 may be made available for planning, construction, renovation, maintenance, remodeling, and repair of buildings and the purchase of equipment incident thereto for protected witness safesites: *Provided*, That restitution of not to exceed \$25,000 shall be paid to the estate of victims killed before October 12, 1984 as a result of crimes committed by persons who have been enrolled in the Federal witness protection program, if such crimes were committed within two years after protection was terminated, notwithstanding any limitations contained in part (a) of section 3525 of title 18 of the United States Code.

18 USC 3525
note.

98 Stat. 2162.

SALARIES AND EXPENSES, COMMUNITY RELATIONS SERVICE

For necessary expenses of the Community Relations Service, established by title X of the Civil Rights Act of 1964, \$29,900,000, of which \$23,266,000 shall remain available until expended to make payments in advance for grants, contracts and reimbursable agreements and other expenses necessary under section 501(c) of the Refugee Education Assistance Act of 1980 (Public Law 96-422; 94 Stat. 1809) for the processing, care, maintenance, security, transportation and reception and placement in the United States of Cuban and Haitian entrants: *Provided*, That notwithstanding section 501(e)(2)(B) of the Refugee Education Assistance Act of 1980 (Public Law 96-422; 94 Stat. 1810), funds may be expended for assistance

42 USC 2000g.

8 USC 1522 note.

with respect to Cuban and Haitian entrants as authorized under section 501(c) of such Act.

ASSETS FORFEITURE FUND

For expenses authorized by 28 U.S.C. 524, as amended by the Comprehensive Forfeiture Act of 1984, such sums as may be necessary to be derived from the Department of Justice Assets Forfeiture Fund: *Provided*, That in the aggregate, not to exceed \$10,000,000 shall be available for expenses authorized by subsections (c)(1)(B), (c)(1)(E), and (c)(1)(F) of that section.

98 Stat. 2040.
18 USC 1961
note.

INTERAGENCY LAW ENFORCEMENT

PRESIDENTIAL COMMISSION ON ORGANIZED CRIME

For expenses necessary for the Presidential Commission on Organized Crime, \$1,000,000.

FEDERAL BUREAU OF INVESTIGATION

SALARIES AND EXPENSES

For expenses necessary for detection, investigation, and prosecution of crimes against the United States; including purchase for police-type use of not to exceed one thousand six hundred forty passenger motor vehicles of which one thousand four hundred fifty will be for replacement only, without regard to the general purchase price limitation for the current fiscal year, and hire of passenger motor vehicles; acquisition, lease, maintenance and operation of aircraft; and not to exceed \$70,000 to meet unforeseen emergencies of a confidential character, to be expended under the direction of the Attorney General, and to be accounted for solely on his certificate; \$1,209,000,000, of which not to exceed \$25,000,000 for automated data processing and telecommunications and \$1,000,000 for undercover operations shall remain available until September 30, 1987; of which \$3,000,000 for research related to investigative activities shall remain available until expended; and of which not to exceed \$500,000 is authorized to be made available for making payments or advances for expenses arising out of contractual or reimbursable agreements with State and local law enforcement agencies while engaged in cooperative activities related to terrorism: *Provided*, That notwithstanding the provisions of title 31 U.S.C. 3302, the Director of the Federal Bureau of Investigation may establish and collect fees to process fingerprint identification records for noncriminal employment and licensing purposes, and credit not more than \$13,500,000 of such fees to this appropriation to be used for salaries and other expenses incurred in providing these services: *Provided further*, That \$13,120,000 shall remain available until expended for constructing and equipping new facilities at the FBI Academy, Quantico, Virginia: *Provided further*, That not to exceed \$45,000 shall be available for official reception and representation expenses: *Provided further*, That by June 1, 1986, the Director of the FBI shall submit to the appropriate committees of the Congress a report on the FBI's capabilities and efforts to counter the electronic interception of American telecommunications by foreign agents.

DRUG ENFORCEMENT ADMINISTRATION

SALARIES AND EXPENSES

For necessary expenses of the Drug Enforcement Administration, including not to exceed \$70,000 to meet unforeseen emergencies of a confidential character, to be expended under the direction of the Attorney General, and to be accounted for solely on his certificate; purchase of not to exceed seven hundred fifty-two passenger motor vehicles of which four hundred eighty-nine are for replacement only for police-type use without regard to the general purchase price limitation for the current fiscal year; and acquisition, lease, maintenance, and operation of aircraft; \$380,000,000, of which not to exceed \$1,200,000 for research shall remain available until expended and not to exceed \$1,700,000 for purchase of evidence and payments for information shall remain available until September 30, 1987.

IMMIGRATION AND NATURALIZATION SERVICE

SALARIES AND EXPENSES

For expenses, not otherwise provided for, necessary for the administration and enforcement of the laws relating to immigration, naturalization, and alien registration, including not to exceed \$50,000 to meet unforeseen emergencies of a confidential character, to be expended under the direction of the Attorney General and accounted for solely on his certificate; purchase for police-type use (not to exceed four hundred ninety, all of which shall be for replacement only) and hire of passenger motor vehicles; acquisition, lease, maintenance and operation of aircraft; and research related to immigration enforcement; \$593,800,000, of which not to exceed \$400,000 for research shall remain available until expended: *Provided*, That none of the funds available to the Immigration and Naturalization Service shall be available for administrative expenses to pay any employee overtime pay in an amount in excess of \$23,000 except in such instances when the Commissioner makes a determination that this restriction is impossible to implement: *Provided further*, That uniforms may be purchased without regard to the general purchase price limitation for the current fiscal year: *Provided further*, That no funds appropriated in this Act may be used to implement Immigration and Naturalization Service reorganization proposals which would have the purpose of or would result in the closing of the Northern Regional Office of the Immigration and Naturalization Service at Fort Snelling, Minnesota.

FEDERAL PRISON SYSTEM

SALARIES AND EXPENSES

For expenses necessary for the administration, operation, and maintenance of Federal penal and correctional institutions, including purchase (not to exceed one hundred nine, of which ninety-four are for replacement only) and hire of law enforcement and passenger motor vehicles; \$556,900,000: *Provided*, That there may be transferred to the Health Resources and Services Administration such amounts as may be necessary, in the discretion of the Attorney General, for direct expenditures by that Administration for medical relief for inmates of Federal penal and correctional institutions:

Provided further, That uniforms may be purchased without regard to the general purchase price limitation for the current fiscal year.

NATIONAL INSTITUTE OF CORRECTIONS

For carrying out the provisions of sections 4351-4353 of title 18, United States Code, which established a National Institute of Corrections, \$11,000,000, to remain available until expended.

BUILDINGS AND FACILITIES

For planning, acquisition of sites and construction of new facilities; purchase and acquisition of facilities and remodeling and equipping of such facilities for penal and correctional use, including all necessary expenses incident thereto, by contract or force account; and constructing, remodeling, and equipping necessary buildings and facilities at existing penal and correctional institutions, including all necessary expenses incident thereto, by contract or force account, \$46,063,000, and from this amount and any unobligated balances of previous appropriations for "Buildings and Facilities", not to exceed a total of \$7,100,000 shall be available to renovate or construct a facility for the incarceration of illegal alien felons, in accordance with the standards and procedures of the Federal Bureau of Prisons, to remain available until expended: *Provided*, That labor of United States prisoners may be used for work performed under this appropriation.

FEDERAL PRISON INDUSTRIES, INCORPORATED

The Federal Prison Industries, Incorporated, is hereby authorized to make such expenditures, within the limits of funds and borrowing authority available, and in accord with the law, and to make such contracts and commitments, without regard to fiscal year limitations as provided by section 104 of the Government Corporation Control Act, as amended, as may be necessary in carrying out the program set forth in the budget for the current fiscal year for such corporation, including purchase of not to exceed five (for replacement only) and hire of passenger motor vehicles, except as hereinafter provided.

31 USC 9104.

LIMITATION ON ADMINISTRATIVE AND VOCATIONAL EXPENSES, FEDERAL PRISON INDUSTRIES, INCORPORATED

Not to exceed \$2,102,000 of the funds of the corporation shall be available for its administrative expenses, and not to exceed \$7,018,000 for the expenses of vocational training of prisoners, both amounts to be available for services as authorized by 5 U.S.C. 3109, and to be computed on an accrual basis to be determined in accordance with the corporation's prescribed accounting system in effect on July 1, 1946, and such amounts shall be exclusive of depreciation, payment of claims, and expenditures which the said accounting system requires to be capitalized or charged to cost of commodities acquired or produced, including selling and shipping expenses, and expenses in connection with acquisition, construction, operation, maintenance, improvement, protection, or disposition of facilities and other property belonging to the corporation or in which it has an interest.

OFFICE OF JUSTICE PROGRAMS

JUSTICE ASSISTANCE

98 Stat. 2077.
42 USC 3711
note.
98 Stat. 2107.
42 USC 5601
note.
98 Stat. 2125.
42 USC 5601
note.
42 USC 5601
note.
98 Stat. 2111,
2114, 2117.
98 Stat. 2080,
2087.
42 USC 5611.

For grants, contracts, cooperative agreements, and other assistance authorized by the Justice Assistance Act of 1984, Runaway Youth and Missing Children Act Amendments of 1984, and the Missing Children Assistance Act including salaries and expenses in connection therewith, \$128,700,000 and of the unobligated funds previously appropriated for the Juvenile Justice and Delinquency Prevention Act, other than funds subject to provisions of sections 222(b), 223(d), and 228(e) of title II of such Act, \$9,300,000 shall be made available for programs authorized under parts D and E of the Justice Assistance Act of 1984, all funds appropriated herein to remain available until expended; and for grants, contracts, cooperative agreements, and other assistance authorized by title II of the Juvenile Justice and Delinquency Prevention Act of 1974, as amended, including salaries and expenses in connection therewith, \$70,282,000, to remain available until expended. In addition, \$5,000,000 for the purpose of making grants to States for their expenses by reason of Mariel Cubans having to be incarcerated in State facilities for terms requiring incarceration for the full period October 1, 1985 through September 30, 1986 following their conviction of a felony committed after having been paroled into the United States by the Attorney General: *Provided*, That within thirty days of enactment of this Act the Attorney General shall announce in the Federal Register that this appropriation will be made available to the States whose Governors certify by February 1, 1986 a listing of names of such Mariel Cubans incarcerated in their respective facilities: *Provided further*, That the Attorney General, not later than April 1, 1986, will complete his review of the certified listings of such incarcerated Mariel Cubans, and make grants to the States on the basis that the certified number of such incarcerated persons in a State bears to the total certified number of such incarcerated persons: *Provided further*, That the amount of reimbursements per prisoner per annum shall not exceed \$12,000.

GENERAL PROVISIONS—DEPARTMENT OF JUSTICE

SEC. 201. A total of not to exceed \$75,000 from funds appropriated to the Department of Justice in this title shall be available for official reception and representation expenses in accordance with distributions, procedures, and regulations established by the Attorney General.

Highways.
23 USC 114 note.

SEC. 202. Notwithstanding any other provision of law or this Act, materials produced by convict labor may be used in the construction of any highways or portion of highways located on Federal-aid systems, as described in section 103 of title 23, United States Code.

SEC. 203. Appropriations for "Salaries and expenses, General Administration", "Salaries and expenses, United States Marshals Service", "Salaries and expenses, Federal Bureau of Investigation", "Salaries and expenses, Immigration and Naturalization Service", and "Salaries and expenses, Federal Prison System", shall be available for uniforms and allowances therefor as authorized by law (5 U.S.C. 5901-5902).

Effective date.

SEC. 204. (a) Subject to subsection (b) of this section, authorities contained in Public Law 96-132, "The Department of Justice Appro-

priation Authorization Act, Fiscal Year 1980", shall remain in effect until the termination date of this Act or until the effective date of a Department of Justice Appropriation Authorization Act, whichever is earlier. 93 Stat. 1040.

(b)(1) With respect to any undercover investigative operation of the Federal Bureau of Investigation or the Drug Enforcement Administration which is necessary for the detection and prosecution of crimes against the United States or for the collection of foreign intelligence or counterintelligence— Crimes and misdemeanors.

(A) sums authorized to be appropriated for the Federal Bureau of Investigation and for the Drug Enforcement Administration, for fiscal year 1986, may be used for purchasing property, buildings, and other facilities, and for leasing space, within the United States, the District of Columbia, and the territories and possessions of the United States, without regard to section 1341 of title 31 of the United States Code, section 3732(a) of the Revised Statutes (41 U.S.C. 11(a)), section 305 of the Act of June 30, 1949 (63 Stat. 396; 41 U.S.C. 255), the third undesignated paragraph under the heading "Miscellaneous" of the Act of March 3, 1877 (19 Stat. 370; 40 U.S.C. 34), section 3324 of title 31 of the United States Code, section 3741 of the Revised Statutes (41 U.S.C. 22), and subsections (a) and (c) of section 304 of the Federal Property and Administrative Service Act of 1949 (63 Stat. 395; 41 U.S.C. 254 (a) and (c)), Public buildings and grounds.

(B) sums authorized to be appropriated for the Federal Bureau of Investigation and for the Drug Enforcement Administration, for fiscal year 1986, may be used to establish or to acquire proprietary corporations or business entities as part of an undercover investigative operation, and to operate such corporations or business entities on a commercial basis, without regard to section 9102 of title 31 of the United States Code, 98 Stat. 1184.

(C) sums authorized to be appropriated for the Federal Bureau of Investigation and for the Drug Enforcement Administration, for fiscal year 1986, and the proceeds from such undercover operation, may be deposited in banks or other financial institutions, without regard to section 648 of title 18 of the United States Code and section 3302 of title 31 of the United States Code, and Banks and banking.

(D) proceeds from such undercover operation may be used to offset necessary and reasonable expenses incurred in such operation, without regard to section 3302 of title 31 of the United States Code, Crimes and misdemeanors.

only, in operations designed to detect and prosecute crimes against the United States, upon the written certification of the Director of the Federal Bureau of Investigation (or, if designated by the Director, a member of the Undercover Operations Review Committee established by the Attorney General in the Attorney General's Guidelines on Federal Bureau of Investigation Undercover Operations, as in effect on July 1, 1983) or the Administrator of the Drug Enforcement Administration, as the case may be, and the Attorney General (or, with respect to Federal Bureau of Investigation undercover operations, if designated by the Attorney General, a member of such Review Committee), that any action authorized by subparagraph (A), (B), (C), or (D) is necessary for the conduct of such undercover operation. If the undercover operation is designed to collect foreign intelligence or counterintelligence, the certification that any action authorized by subparagraph (A), (B), (C), or (D) is

necessary for the conduct of such undercover operation shall be by the Director of the Federal Bureau of Investigation (or, if designated by the Director, the Assistant Director, Intelligence Division) and the Attorney General (or, if designated by the Attorney General, the Counsel for Intelligence Policy). Such certification shall continue in effect for the duration of such undercover operation, without regard to fiscal years.

(2) As soon as the proceeds from an undercover investigative operation with respect to which an action is authorized and carried out under subparagraphs (C) and (D) of subsection (a) are no longer necessary for the conduct of such operation, such proceeds or the balance of such proceeds remaining at the time shall be deposited in the Treasury of the United States as miscellaneous receipts.

Corporation.
Business and
industry.
Report.

(3) If a corporation or business entity established or acquired as part of an undercover operation under subparagraph (B) of paragraph (1) with a net value of over \$50,000 is to be liquidated, sold, or otherwise disposed of, the Federal Bureau of Investigation or the Drug Enforcement Administration, as much in advance as the Director or the Administrator, or the designee of the Director or the Administrator, determines is practicable, shall report the circumstances to the Attorney General and the Comptroller General. The proceeds of the liquidation, sale, or other disposition, after obligations are met, shall be deposited in the Treasury of the United States as miscellaneous receipts.

Audit.
28 USC 533 note.

(4)(A) The Federal Bureau of Investigation or the Drug Enforcement Administration, as the case may be, shall conduct a detailed financial audit of each undercover investigative operation which is closed in fiscal year 1986—

(i) submit the results of such audit in writing to the Attorney General, and

Report.

(ii) not later than 180 days after such undercover operation is closed, submit a report to the Congress concerning such audit.

Report.

(B) The Federal Bureau of Investigation and the Drug Enforcement Administration shall each also submit a report annually to the Congress specifying as to their respective undercover investigative operations—

(i) the number, by programs, of undercover investigative operations pending as of the end of the one-year period for which such report is submitted,

(ii) the number, by programs, of undercover investigative operations commenced in the one-year period preceding the period for which such report is submitted, and

(iii) the number, by programs, of undercover investigative operations closed in the one-year period preceding the period for which such report is submitted and, with respect to each such closed undercover operation, the results obtained. With respect to each such closed undercover operation which involves any of the sensitive circumstances specified in the Attorney General's Guidelines on Federal Bureau of Investigation Undercover Operations, such report shall contain a detailed description of the operation and related matters, including information pertaining to—

(I) the results,

(II) any civil claims, and

(III) identification of such sensitive circumstances involved, that arose at any time during the course of such undercover operation.

(5) For purposes of paragraph (4)—

28 USC 533 note.

(A) the term "closed" refers to the earliest point in time at which—

(I) all criminal proceedings (other than appeals) are concluded, or

Crimes and misdemeanors.

(II) covert activities are concluded, whichever occurs later,

(B) the term "employees" means employees, as defined in section 2105 of title 5 of the United States Code, of the Federal Bureau of Investigation, and

(C) the terms "undercover investigative operation" and "undercover operation" mean any undercover investigative operation of the Federal Bureau of Investigation or the Drug Enforcement Administration (other than a foreign counterintelligence undercover investigative operation)—

(i) in which—

(I) the gross receipts (excluding interest earned) exceed \$50,000, or

(II) expenditures (other than expenditures for salaries of employees) exceed \$150,000, and

(ii) which is exempt from section 3302 or 9102 of title 31 of the United States Code,

except that clauses (i) and (ii) shall not apply with respect to the report required under subparagraph (B) of such paragraph.

This title may be cited as the "Department of Justice Appropriation Act, 1986".

TITLE VI—GENERAL PROVISIONS

SEC. 601. No part of any appropriation contained in this Act shall be used for publicity or propaganda purposes not authorized by the Congress.

Prohibitions.

SEC. 602. No part of any appropriation contained in this Act shall remain available for obligation beyond the current fiscal year unless expressly so provided herein.

Prohibition.

SEC. 603. The expenditure of any appropriation under this Act for any consulting service through procurement contract, pursuant to 5 U.S.C. 3109, shall be limited to those contracts where such expenditures are a matter of public record and available for public inspection, except where otherwise provided under existing law, or under existing Executive order issued pursuant to existing law.

Contracts.

SEC. 604. If any provision of this Act or the application of such provision to any person or circumstances shall be held invalid, the remainder of the Act and the application of such provision to persons or circumstances other than those as to which it is held invalid shall not be affected thereby.

Provisions held invalid.

SEC. 605. None of the funds appropriated in titles II and V of this Act may be used for any activity to alter the per se prohibition on resale price maintenance in effect under Federal antitrust laws: *Provided*, That nothing in this provision shall prohibit any employee of a department or agency for which funds are provided in titles II and V of this Act from presenting testimony on this matter before appropriate committees of the House and Senate: *Provided further*, That whereas on January 23, 1985, the Department of Justice published a document entitled "Vertical Restraints Guidelines", for the stated purpose of explaining Federal policy for enforcing the Sherman Act and the Clayton Act with respect to nonprice vertical restraints of trade;

Prohibitions.
Commerce and
trade.

15 USC 1-7, 12.

Whereas such policy guidelines extend beyond the matter of nonprice vertical restraints of trade and propose the avoidance of the per se rule of illegality applied by the Supreme Court in 1911 in *Dr. Miles Medical Company against John D. Park and Sons Company* (220 U.S. 373) to price-related restraints of trade and subsequently applied by the Supreme Court and endorsed by the Congress on many occasions;

Whereas such policy guidelines are inconsistent with established antitrust law, as reflected in Supreme Court decisions and statements of congressional intent, in maintaining that such policy guidelines do not treat vertical price fixing when, in fact, some provisions of such policy guidelines suggest that certain price fixing conspiracies are legal if such conspiracies are "limited" to restricting intrabrand competition; by blurring the distinction between price and nonprice restraints in analyzing a distribution program containing both types of restraints, thereby qualifying the accepted rule that vertical price fixing in any context is illegal per se; in stating that vertical restraints that have an impact upon prices are subject to the per se rule of illegality only if there is an "explicit agreement as to the specific prices"; in stating that restraints imposed by a manufacturer at the request of dealers are vertical in nature and therefore not subject to the per se rule of illegality; in aggregating the factors of collusion and foreclosure, thereby failing to distinguish adequately between the separate antitrust concerns associated with vertical territorial restraints and with exclusive dealing practices; in stating that less than absolute territorial restraints are "always legal"; and in arbitrarily specifying a 30 per centum minimum market share in the tying product for assessing the legality of tying arrangements;

Whereas such policy guidelines state that the Department of Justice may refuse to attribute to corporations the illegal conduct of their low-level employees acting within the scope of the authority conferred upon such employees by such corporations, contrary to the common law of corporate responsibility and agency in the antitrust context;

Whereas the general business community would be at risk if it accepted and relied upon such policy guidelines as an accurate statement of existing Federal antitrust laws in the area of vertical restraints of trade;

Whereas such policy guidelines relate to an area in which the Department of Justice has brought no enforcement actions in more than four years and may have been published, in part, as an attempt to influence the courts of the United States to pursue a

very narrow and limited vertical restraint analysis in deciding private enforcement antitrust cases;

Whereas previous antitrust enforcement policy guidelines issued by the Department of Justice have been substantially based on existing jurisprudence and congressional intent, and therefore have been given considerable weight by the courts of the United States in evaluating the facts in antitrust litigation; and

Whereas the "Vertical Restraints Guidelines" may affect the development of antitrust law to the detriment of competitive pricing of branded goods and services by direct or mail order retailers: Now, therefore, be it

Resolved, That it is the sense of the Congress that the antitrust enforcement policy guidelines stated in "Vertical Restraints Guidelines", published by the Department of Justice on January 23, 1985—

(1) are not an accurate expression of the Federal antitrust laws or of congressional intent with regard to the application of such laws to resale price maintenance and other vertical restraints of trade;

(2) shall not be accorded any force of law or be treated by the courts of the United States as binding or persuasive; and

(3) should be recalled by the Attorney General.

Prohibition.
Contracts.

SEC. 606. (a) None of the funds provided under this Act shall be available for obligation or expenditure through a reprogramming of funds which: (1) creates new programs; (2) eliminates a program, project, or activity; (3) increases funds or personnel by any means for any project or activity for which funds have been denied or restricted; (4) relocates an office or employees; (5) reorganizes offices, programs, or activities; or (6) contracts out any functions or activities presently performed by Federal employees; unless the Appropriations Committees of both Houses of Congress are notified fifteen days in advance of such reprogramming of funds.

(b) None of the funds provided under this Act shall be available for obligation or expenditure for activities, programs, or projects through a reprogramming of funds in excess of \$250,000 or 10 per centum, whichever is less, that: (1) augments existing programs, projects, or activities; (2) reduces by 10 per centum funding for any existing program, project, or activity, or numbers of personnel by 10 per centum as approved by Congress; or (3) results from any general savings from a reduction in personnel which would result in a change in existing programs, activities, or projects as approved by Congress, unless the Appropriations Committees of both Houses of Congress are notified fifteen days in advance of such reprogramming of funds.

Prohibition.
Abortion.

SEC. 607. None of the funds appropriated by this Act to the Legal Services Corporation may be used by the Corporation or any recipient to participate in any litigation with respect to abortion, except where the life of the mother would be endangered if the fetus were carried to term.

This Act may be cited as "the Departments of Commerce, Justice, and State, the Judiciary, and Related Agencies Appropriation Act, 1986".

Approved December 13, 1985.

LEGISLATIVE HISTORY—H.R. 2965:

HOUSE REPORTS: No. 99-197 (Comm. on Appropriations) and No. 99-414 (Comm. of Conference).

SENATE REPORT No. 99-150 (Comm. on Appropriations).

CONGRESSIONAL RECORD, Vol. 131 (1985):

July 17, considered and passed House.

Oct. 24, Nov. 1, considered and passed Senate, amended.

Dec. 5, House agreed to conference report; receded and concurred in certain Senate amendments, concurred in the others with amendments.

Dec. 6, Senate agreed to conference report; receded and concurred in certain House amendments.

○

APPENDIX



Budget of the United States Government

Fiscal Year 1986

EXECUTIVE OFFICE OF THE PRESIDENT
OFFICE OF MANAGEMENT AND BUDGET

DRUG ENFORCEMENT ADMINISTRATION

Federal Funds

General and special funds:

SALARIES AND EXPENSES*

*See Part II for additional information.

For necessary expenses of the Drug Enforcement Administration, including not to exceed \$70,000 to meet unforeseen emergencies of a confidential character, to be expended under the direction of the Attorney General, and to be accounted for solely on his certificate; purchase of not to exceed [five hundred seventeen] five hundred fifty-two passenger motor vehicles of which four hundred eighty-nine are for replacement only for police-type use without regard to the general purchase price limitation for the current fiscal year; and acquisition, lease, maintenance, and operation of aircraft; [\$329,988,000] \$345,671,000, of which not to exceed \$1,200,000 for research shall remain available until expended and not to exceed \$1,700,000 for purchase of evidence and payments for information shall remain available until September 30, [1986] 1987. (Reorganization Plan No. 2 of 1973; Reorganization Plan No. 1 of 1968; 31 U.S.C. 801-966 as amended; 40 U.S.C. 304j; 41 U.S.C. 11(a); 49 U.S.C. 783; Department of Justice and Related Agencies Appropriation Act, 1985; additional authorizing legislation to be proposed.)

Program and Financing (in thousands of dollars)

Classification code 15-1100-0-1-751	1984 actual	1985 est.	1986 est.
Program by activities:			
Direct program:			
Enforcement of Federal law and investigations:			
00 01 Domestic enforcement	121,215	162,484	162,956
00 02 Foreign cooperative investigations	29,619	36,012	37,069
00 03 Diversion control	15,185	17,319	27,756
00 04 State and local assistance	15,661	16,878	17,158
00 05 Intelligence	16,443	17,199	17,324
00 06 Research and engineering	1,942	2,594	2,349
00 07 Support operations	65,953	59,785	60,680
00 08 Program direction	25,883	22,642	20,379
00 91 Total direct program	291,901	334,913	345,671
01 01 Reimbursable program	36,018	5,775	3,250
10 00 Total obligations	327,919	340,688	348,921
Financing:			
Offsetting collections from:			
11 00 Federal funds	-35,168	-4,925	-2,400
14 00 Non-Federal sources	-850	-850	-850
21 40 Unobligated balance available, start of year	-2,061	-243	
24 40 Unobligated balance available, end of year	243		
25 00 Unobligated balance lapsing	540		
39 00 Budget authority	290,623	334,670	345,671
Budget authority:			
40 00 Appropriation	290,623	329,988	345,671
44 20 Supplemental for civilian pay raises		4,682	
Relation of obligations to outlays:			
71 00 Obligations incurred, net	291,901	334,913	345,671
72 40 Obligated balance, start of year	34,152	35,451	42,441
74 40 Obligated balance, end of year	-35,451	-42,441	-49,642
77 00 Adjustments in expired accounts	-8,794		
90 00 Outlays, excluding pay raise supplemental	281,808	323,393	338,318
91 20 Outlays from civilian pay raise supplemental		4,530	152

SUMMARY OF BUDGET AUTHORITY AND OUTLAYS

(in thousands of dollars)

Enacted/requested	1984 actual	1985 estimate	1986 estimate
Budget authority	290,623	334,670	345,671
Outlays	281,808	327,923	338,470

Supplemental under existing legislation:

Budget authority	2,700		
Outlays	2,700		
Rescission proposal:			
Budget authority	-876		
Outlays	-876		

Total:

Budget authority	290,623	336,494	345,671
Outlays	281,808	329,747	338,470

The mission of the Drug Enforcement Administration (DEA) is to control abuse of narcotics and dangerous drugs by restricting the aggregate supply of those drugs. At the Federal level, DEA is the lead drug law enforcement agency. DEA accomplishes its objectives through coordination with State, local, and other Federal officials in drug enforcement activities; development and maintenance of drug intelligence systems; regulation of legitimate controlled substances activities; and enforcement coordination and intelligence-gathering activities with foreign government agencies.

Cooperation among Federal law enforcement agencies is extensive, especially within the 13 organized crime drug enforcement (OCDE) task forces. DEA's involvement is integral to this nationwide coordinated enforcement strategy. When coupled with the expansion of DEA/FBI cooperative efforts, overall drug enforcement capabilities have been significantly strengthened in recent years.

The means by which DEA performs its mission are summarized by the following activities;

Enforcement of Federal law and investigations.

Domestic enforcement.—This activity aims to eliminate or immobilize major drug trafficking organizations and thereby reduce the domestic supply of illicit drugs. The measures below indicate the level of activity performed by this program.

	1984 actual	1985 estimate	1986 estimate
DEA initiated arrests	7,820	7,900	7,900
Other Federal referral arrests	1,086	1,100	1,100
DEA cooperative arrests	1,725	1,750	1,750
Drug related assets seized (\$ millions)	\$83	\$88	\$93
Clandestine labs seized	162	165	170
DEA/OCDE arrests	1,817	1,900	2,000
Assets seized (\$ millions)	\$65	\$70	\$75

Foreign cooperative investigations.—This activity encompasses efforts to reduce at the source, illicit opium production, heroin, illicitly produced and diverted legitimate dangerous drugs, cocaine and marijuana destined for the United States, and the collection and dissemination of intelligence.

	1984 actual	1985 estimate	1986 estimate
Foreign cooperative arrests	1,072	1,100	1,150
Intelligence reports	146	140	140
Special field intelligence programs	30	53	53

Diversion control.—By authority of the Controlled Substances Act and the Comprehensive Crime Control Act (CCCA) of 1984 (Public Law 98-473), this activity addresses the problem of the diversion of controlled substances from the legitimate channels in which they are manufactured, distributed, and dispensed. Under the CCCA, the DEA has been given expanded authority to administratively revoke or suspend the registration of any practitioner, manufacturer or distributor whose actions have resulted in the

diversion of controlled substances, if such revocation or suspension is deemed to be in the public interest. The measures below indicate the level of activity performed by this program:

	1984 actual	1985 estimate	1986 estimate
Investigations:			
Periodic.....	667	750	750
Targeted.....	226	320	320
Preregistrant (nonpractitioners).....	1,185	1,200	1,200
Administrative revocations.....		50	769

State and local assistance.—This activity encompasses cooperative law enforcement activities with State, county, and local authorities. Included are training programs; laboratory analysis and expert testimony; and Federal/State and local task forces. Workload measures are provided below:

	1984 actual	1985 estimate	1986 estimate
Task force initiated arrests.....	2,476	2,600	2,600
Laboratory exhibits analyzed.....	9,154	7,000	7,000

Intelligence.—This activity encompasses the collection, analysis, and dissemination of drug intelligence in support of DEA, other Federal, and State and local agencies. The measures below indicate the level of activity performed by this program.

	1984 actual	1985 estimate	1986 estimate
Intelligence reports.....	1,111	1,200	1,200
Special field intelligence programs.....	12	9	9
Enforcement support activity.....	6,676	6,700	6,700
Information responses.....	19,159	19,100	19,100
El Paso Intelligence Center (EPIC) watch transactions.....	282,757	290,000	250,000

Research and engineering.—This activity encompasses research programs directly related to the DEA law enforcement and intelligence functions.

Support operations.—This activity encompasses laboratory analysis of evidence and expert testimony in support of investigation and prosecution of drug traffickers; training programs for all levels of DEA operational personnel; a technical equipment program, including aircraft operations; provision of ADP and record communications support; analysis and review of all records management systems; and the provision of responses to requests made pursuant to the Freedom of Information and Privacy Act (FOIPA).

	1984 actual	1985 estimate	1986 estimate
Laboratory exhibits analyzed.....	26,228	25,200	25,200
Students trained.....	15,423	13,913	12,338

Program direction.—This program encompasses the overall management and direction of DEA.

Reimbursable program.—A reimbursable program providing primarily for the training of foreign drug law enforcement officials is conducted by DEA and funded by the Department of State. Schools are held each year, both in the United States and host countries.

	1984 actual	1985 estimate	1986 estimate
Foreign officers trained.....	1,052	1,000	1,000

Object Classification (in thousands of dollars)

Identification code	1984 actual	1985 est	1986 est
15-1100-0-1-751			
Direct obligations:			
Personnel compensation:			
11.1 Full-time permanent.....	121,775	148,340	152,160
11.3 Other than full-time permanent.....	1,337	788	813
11.5 Other personnel compensation.....	12,118	14,768	14,893
11.9 Total personnel compensation.....	135,230	163,896	167,866

12.1 Personnel benefits: Civilian.....	22,636	28,998	30,637
13.0 Benefits for former personnel.....	116		
21.0 Travel and transportation of persons.....	13,556	12,519	13,099
22.0 Transportation of things.....	3,251	2,757	2,762
23.1 Standard level user charges.....	15,670	23,561	23,075
23.2 Communications, utilities, and other rent.....	19,506	19,844	21,558
24.0 Printing and reproduction.....	707	1,220	1,325
25.0 Other services.....	45,840	54,222	55,239
26.0 Supplies and materials.....	9,100	9,071	9,611
31.0 Equipment.....	26,156	18,700	20,374
42.0 Insurance claims and indemnities.....	133	125	125
99.0 Subtotal, direct obligations.....	291,901	334,913	345,671
99.0 Reimbursable obligations.....	36,018	5,775	3,250
99.9 Total obligations.....	327,919	340,688	348,921

Personnel Summary

Direct:			
Total number of full-time permanent positions.....	4,083	4,430	4,564
Total compensable workyears.....			
Full-time equivalent employment.....	3,854	4,282	4,428
Full-time equivalent of overtime and holiday hours.....	470	570	590
Reimbursable:			
Total number of full-time permanent positions.....	367	30	30
Total compensable workyears.....			
Full-time equivalent employment.....	340	25	25
Full-time equivalent of overtime and holiday hours.....	30	3	3

Trust Funds

DRUG ABUSE PREVENTION AND CONTROL GIFT FUND

Program and Financing (in thousands of dollars)

Identification code	1984 actual	1985 est	1986 est
15-8506-0-7-751			
Program by activities:			
10.00 Total obligations (object class 25.0).....		2	
Financing:			
21.40 Unobligated balance available, start of year.....		-2	
24.40 Unobligated balance available, end of year.....	2		
60.00 Appropriation (trust fund) (permanent, indefinite).....	2		
Relations of obligations to outlays:			
71.40 Obligations incurred, net.....		2	
90.00 Outlays.....		2	

These amounts will be transferred to the Drug Enforcement Administration in 1985.

APPENDIX



EXECUTIVE OFFICE OF
THE PRESIDENT
OFFICE OF MANAGEMENT
AND BUDGET

BUDGET OF THE UNITED STATES GOVERNMENT

FISCAL YEAR

1987

DRUG ENFORCEMENT ADMINISTRATION

Federal Funds

General and special funds:

SALARIES AND EXPENSES

For necessary expenses of the Drug Enforcement Administration, including not to exceed \$70,000 to meet unforeseen emergencies of a confidential character, to be expended under the direction of the Attorney General, and to be accounted for solely on his certificate; purchase of not to exceed [seven hundred fifty-two] five hundred seventy-five passenger motor vehicles of which four hundred eighty-nine are for replacement only for police-type use without regard to the general purchase price limitation for the current fiscal year; and acquisition, lease, maintenance, and operation of aircraft; [\$380,000,000] \$411,329,000, of which not to exceed \$1,200,000 for research shall remain available until expended and not to exceed \$1,700,000 for purchase of evidence and payments for information shall remain available until September 30, [1987.] 1988: Provided, That notwithstanding the provisions of 31 U.S.C. 3302, the Administrator of the Drug Enforcement Administration may establish and collect fees to provide training to State and local law enforcement officers at the FBI Academy and credit such fees to this appropriation, to be used for expenses incurred in providing these services. (Reorganization Plan No. 2 of 1973; Reorganization Plan No. 1 of 1988; 21 U.S.C. 801-966 as amended; 40 U.S.C. 304j; 41 U.S.C. 111a; 49 U.S.C. 783; Department of Justice Appropriation Act, 1986; additional authorization legislation to be proposed.)

Program and Financing (in thousands of dollars)

Identification code	1985 actual	1986 est.	1987 est.
Program by activities:			
Direct program:			
Enforcement of Federal law and investigations:			
00 01 Domestic enforcement	151,463	174,039	180,018
00 02 Foreign cooperative investigations	34,649	42,905	44,827
00 03 Diversion control	17,761	30,729	25,396
00 04 State and local assistance	20,848	24,709	25,167
00 05 Intelligence	18,109	19,239	20,542
00 06 Research and engineering	1,571	3,228	2,534
00 07 Support operations	71,569	71,986	89,033
00 08 Program direction	28,042	23,181	23,812
00 91 Total direct program	344,012	390,016	411,329
01 01 Reimbursable program	8,575	14,115	14,815
10 00 Total obligations	352,587	404,131	426,144
Financing:			
Offsetting collections from:			
11 00 Federal funds	+ 7,707	- 13,265	- 13,877
14 00 Non-Federal sources	- 868	- 850	- 938
17 00 Recovery of prior year obligations	- 292		
21 40 Unobligated balance available, start of year	- 243	- 10,016	
24 40 Unobligated balance available, end of year	10,016		
25 00 Unobligated balance lapsing	301		
40 00 Budget authority (appropriation)	353,794	380,000	411,329
Relation of obligations to outlays:			
71 00 Obligations incurred, net	344,012	390,016	411,329
72 40 Obligated balance, start of year	36,568	42,293	50,361
74 40 Obligated balance, end of year	- 42,293	- 50,361	- 58,568
77 00 Adjustments in expired accounts	- 6,111		
78 00 Adjustments in unexpired accounts	- 292		
90 00 Outlays	331,884	381,948	403,102

SUMMARY OF BUDGET AUTHORITY AND OUTLAYS

(in thousands of dollars)

Enacted/requested:	1985 actual	1986 estimate	1987 estimate
Budget authority	353,794	380,000	411,329
Outlays	331,884	381,948	403,102
Reduction pursuant to P.L. 99-177:			
Budget authority		- 16,340	

Outlays		<u>— 14,609</u>	<u>— 1,768</u>
Total:			
Budget authority	353,794	363,660	411,329
Outlays	331,884	367,339	401,334

The mission of the Drug Enforcement Administration (DEA) is to control abuse of narcotics and dangerous drugs by restricting the aggregate supply of those drugs. At the Federal level, DEA is the lead drug law enforcement agency. DEA accomplishes its objectives through coordination with State, local, and other Federal officials in drug enforcement activities; development and maintenance of drug intelligence systems; regulation of legitimate controlled substances activities; and enforcement coordination and intelligence-gathering activities with foreign government agencies.

Cooperation among Federal law enforcement agencies is extensive, especially within the 13 organized crime drug enforcement (OCDE) task forces. DEA's involvement is integral to this nationwide coordinated enforcement strategy. When coupled with the expansion of DEA/FBI cooperative efforts, overall drug enforcement capabilities have been significantly strengthened in recent years.

The means by which DEA performs its mission are summarized by the following activities;

Domestic enforcement.—This activity aims to eliminate or immobilize major drug trafficking organizations and thereby reduce the domestic supply of illicit drugs. In 1987, additional resources are targeted at investigative efforts in the areas of cocaine, heroin, and dangerous drugs. The measures below indicate the level of activity performed by this program.

	1985 actual	1986 estimate	1987 estimate
DEA initiated arrests	6,178	6,475	6,675
Other Federal referral arrests	1,344	1,400	1,535
DEA cooperative arrests	2,940	3,110	3,120
Clandestine labs seized	329	350	400
DEA/OCDE arrests	1,980	2,100	2,380
Assets seized (\$ millions)	\$198	\$218	\$250

Foreign cooperative investigations.—This activity encompasses efforts to reduce at the source, illicit opium production, heroin, illicitly produced and diverted legitimate dangerous drugs, cocaine and marijuana destined for the United States, and the collection and dissemination of intelligence. The measures below indicate the level of activity performed by this program.

	1985 actual	1986 estimate	1987 estimate
Foreign cooperative arrests	1,120	1,300	1,500
Intelligence reports	105	105	105
Special field intelligence programs	58	58	58

Diversion control.—By authority of the Controlled Substances Act and the Comprehensive Crime Control Act (CCCA) of 1984 (Public Law 98-473), this activity addresses the problem of the diversion of controlled substances from the legitimate channels in which they are manufactured, distributed, and dispensed. The measures below indicate the level of activity performed by this program:

	1985 actual	1986 estimate	1987 estimate
Investigations:			
Periodic	579	750	750
Targeted	248	310	400
Preregistrant (nonpractitioners)	1,276	1,276	1,276
Administrative revocations	72	700	700

General and special funds—Continued

SALARIES AND EXPENSES—Continued

State and local assistance.—This activity encompasses cooperative law enforcement activities with State, county, and local authorities. Included are training programs; laboratory analysis and expert testimony; and Federal/State and local task forces. Beginning in 1987, State and local officials will be charged for the cost of food and lodging while attending DEA training. Workload measures are provided below:

	1985 actual	1986 estimate	1987 estimate
Task force initiated arrests	3,172	3,200	3,250
Laboratory exhibits analyzed	10,766	11,710	11,800

Intelligence.—This activity encompasses the collection, analysis, and dissemination of drug intelligence in support of DEA, other Federal, and State and local agencies. For 1987, this activity includes additional resources in support of organized crime drug enforcement task force investigations. The measures below indicate the level of activity performed by this program.

	1985 actual	1986 estimate	1987 estimate
Intelligence reports	800	855	900
Special field intelligence programs	10	12	12
Information responses	17,000	17,000	18,000
El Paso Intelligence Center (EPIC) watch transactions	354,577	375,000	400,000

Research and engineering.—This activity encompasses research programs directly related to the DEA law enforcement and intelligence functions.

Support operations.—This activity encompasses laboratory analysis of evidence and expert testimony in support of investigation and prosecution of drug traffickers; training programs for all levels of DEA operational personnel; a technical equipment program; and provision of ADP and record communications support.

	1985 actual	1986 estimate	1987 estimate
Laboratory exhibits analyzed	29,502	30,000	31,275
Students trained	6,859	6,431	7,376

Program direction.—This program encompasses the overall management and direction of DEA.

Reimbursable program.—In 1987, this activity includes additional chemists for drug evidence handling and analysis, and funds for secure voice capability requirements and purchase of FM digital voice privacy radios. Resources are also included to initiate full encryption and TEMPEST-rating of telecommunications and teleprocessing systems to allow operations in a secure environment.

The primary reimbursements to DEA are for the training of foreign drug law enforcement officials by DEA (funded by the Department of State), and for the expenses incurred in managing seized assets and for other purposes as authorized by Public Law 98-473 to be funded from the Department of Justice Assets Forfeiture Fund.

	1985 actual	1986 estimate	1987 estimate
Foreign officers trained	1,300	1,300	1,300

Object Classification (in thousands of dollars)

Classification code	15-1100-0-1-751	1985 actual	1986 est	1987 est
Direct obligations:				
Personnel compensation:				
11.1	Full-time permanent	142,759	163,320	162,456
11.3	Other than full-time permanent	1,357	1,294	1,294
11.5	Other personnel compensation	15,411	16,775	16,847
11.9	Total personnel compensation	159,527	181,389	180,597
12.1	Personnel benefits: Civilian	33,011	39,046	39,884
13.0	Benefits for former personnel	174		
21.0	Travel and transportation of persons	14,061	18,986	19,551
22.0	Transportation of things	4,287	4,687	4,817
23.1	Standard level user charges	18,463	20,562	23,904
23.2	Rental payments to others	5,653	5,828	6,008
23.3	Communications, utilities, and miscellaneous charges	20,578	21,300	22,644
24.0	Printing and reproduction	623	885	928
25.0	Other services	63,937	69,671	73,637
26.0	Supplies and materials	10,715	12,064	13,863
31.0	Equipment	12,797	15,473	25,371
42.0	Insurance claims and indemnities	186	125	125
99.0	Subtotal, direct obligations	344,012	390,016	411,329
99.0	Reimbursable obligations	8,575	14,115	14,815
99.9	Total obligations	352,587	404,131	426,144

Personnel Summary

Direct:				
Total number of full-time permanent positions				
	4,906	4,895	5,051	
Total compensable workyears:				
Full-time equivalent employment				
	4,393	4,753	4,834	
Full-time equivalent of overtime and holiday hours				
	575	610	620	
Reimbursable:				
Total number of full-time permanent positions				
	30	30	30	
Total compensable workyears:				
Full-time equivalent employment				
	20	25	25	
Full-time equivalent of overtime and holiday hours				
	2	3	3	

Reduction Pursuant to Public Law 99-177

Program and Financing (in thousands of dollars)

Classification code	15-1100-6-1-751	1985 actual	1986 est	1987 est
Program by activities:				
10.00	Total obligations		-16,377	
Financing:				
25.00	Reduction in new spending authority (offsetting collections)		37	
40.00	Budget authority (appropriation)		-16,340	
Relation of obligations to outlays:				
71.00	Obligations incurred, net		-16,377	
72.40	Obligated balance, start of year			-1,768
74.40	Obligated balance, end of year		1,768	
90.00	Outlays		-14,609	-1,768

These reductions are required by the Balanced Budget and Emergency Deficit Control Act of 1985 (Public Law 99-177).

DEPARTMENT OF JUSTICE

Trust Funds

DRUG ABUSE PREVENTION AND CONTROL GIFT FUND

Program and Financing (in thousands of dollars)

Identification code 15-8906-0-7-751		1985 actual	1986 est.	1987 est.
Program by activities:				
10.00	Total obligations (object class 25.0)		2	
Financing:				
21.40	Unobligated balance available, start of year	-2	-2	
24.40	Unobligated balance available, end of year..	2		
39.00	Budget authority			
Relations of obligations to outlays:				
71.00	Obligations incurred, net			
90.00	Outlays		2	

Amounts donated to this account will be made available for drug enforcement activities in 1986.